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GOVT PUBNS

Canada, Federal District Commission, Report
Joint Committee of the Senate and the
House of Commons on the,
THIRD SESSION—TWENTY-SECOND PARLIAMENT

1956



Joint Committee of the Senate and the House of Commons
on the

FEDERAL DISTRICT COMMISSION

Joint Chairmen:—The Honourable Senator F. W. Gershaw
and
Mr. Armand Dumas, M.P.

MINUTES OF PROCEEDINGS AND EVIDENCE No. 1

WEDNESDAY, MARCH 21, 1956
TUESDAY, MARCH 27, 1956

WITNESSES:

Major General Howard Kennedy, C.B.E., M.C., M.E.I.C., F.E., Chairman;
and Marcel Couture, C.P.A., Chief Accountant, Federal District
Commission.

APPENDIX "A": Brief submitted to the Joint Committee by the Federal
District Commission.

EDMOND CLOUTIER, C.M.G., O.A., D.S.P.
QUEEN'S PRINTER AND CONTROLLER OF STATIONERY
OTTAWA, 1956.

MEMBERSHIP OF THE COMMITTEE FROM THE SENATE

Honourable Senator F. W. Gershaw, *Joint Chairman*,
and Honourable Senators

Aseltine, W. M.
Cameron, Donald
Connolly, J. J. (*Ottawa West*)
Connolly, H. J. (*Halifax*)

Dessureault, J. M.
Lambert, Norman P.
Reid, Thomas

MEMBERSHIP OF THE COMMITTEE FROM THE HOUSE OF COMMONS

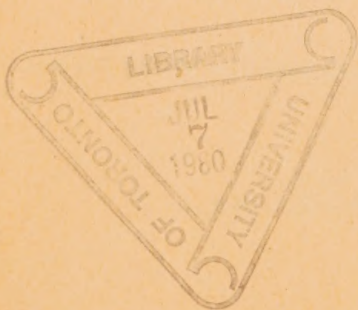
Mr. Armand Dumas, *Joint Chairman*,
Aitken, Margaret (Miss),
and Messrs.

Blair, W. G.
Buchanan, W.
Caron, A.
Coldwell, M. J.
Fraser, Alan (*St. John's East*)
Gour, J. O. (*Russell*)
*Hansell, E. G.
Harkness, D. S.
Houck, W. L.

Leduc, R. (*Gatineau*)
Mang, H. P.
McIlraith, G. J.
Noseworthy, J. W.
Nowlan, G.
Philpott, E.
Richard, J. T. (*Ottawa East*)
Robichaud, A. J.
Weselak, A. B.

Antoine Chassé,
Clerk of the Committee.

*Replaced Mr. Low on March 22nd.



ORDERS OF REFERENCE OF THE HOUSE OF COMMONS

WEDNESDAY, March 7, 1956

Resolved,—That a Joint Committee of both Houses of Parliament be appointed to review and report upon the progress and programs of the Federal District Commission in developing and implementing the plan for the national capital;

That the Members to act on behalf of the House of Commons as Members of the said Committee be designated at a later date;

That the said Committee have power to call for persons, papers and records; to sit while the House is sitting, and to report from time to time;

That the said Committee have power to print such papers and evidence from day to day as may be ordered by the Committee and that Standing Order 66 be suspended in relation thereto;

And that a Message be sent to the Senate requesting that House to unite with this House for the above purpose and to select, if the Senate deems advisable, some of its Members to act on the proposed Joint Committee.

WEDNESDAY, March 7, 1956

Ordered,—That Miss Aitken and Messrs. Blair, Buchanan, Caron, Coldwell, Dumas, Fraser (*St. John's East*), Fulton, Gour (*Russell*), Houck, Leduc (*Gatineau*), Low, Mang, McIlraith, Noseworthy, Nowlan, Philpott, Richard (*Ottawa East*), Robichaud and Weselak act on behalf of this House on the proposed Joint Committee of both Houses of Parliament to review and report upon the progress and programs of the Federal District Commission in developing and implementing the plan for the national capital as provided for in the motion adopted this day; that the provisions of Standing Order 67 be suspended in relation thereto; and

That a Message be sent to the Senate to inform Their Honours that the foregoing Members have been appointed to act on behalf of the Commons on the said proposed Joint Committee of both Houses.

WEDNESDAY, March 14, 1956.

Ordered,—That the name of Mr. Harkness be substituted for that of Mr. Fulton on the Special Joint Committee of both Houses of Parliament on the Federal District Commission; and

Ordered,—That a Message be sent to the Senate to acquaint Their Honours thereof.

WEDNESDAY, March 21, 1956.

Ordered,—That the quorum of the House of Commons' section of the said Committee be reduced to eight Members.

THURSDAY, March 22, 1956.

Ordered,—That the name of Mr. Hansell be substituted for that of Mr. Low on the said Committee; and

That a Message be sent to the Senate to acquaint Their Honours thereof.

Attest.

LEON J. RAYMOND,
Clerk of the House.

ORDERS OF REFERENCE OF THE SENATE

Extracts from the Minutes of Proceedings of the Senate of Canada

THURSDAY, March 15, 1956.

Pursuant to the Order of the Day, the Senate proceeded to the consideration of a Message from the House of Commons regarding the appointing of a Joint Committee of both Houses of Parliament to review and report upon the progress and programmes of the Federal District Commission in developing and implementing the plan for the National Capital.

After debate, and—

On motion of the Honourable Senator Macdonald, P.C., seconded by the Honourable Senator Godbout—

That the Senate do unite with the House of Commons in the appointment of a Joint Committee of both Houses of Parliament to review and report upon the progress and programmes of the Federal District Commission in developing and implementing the plan for the National Capital;

That the following Senators be appointed to act on behalf of the Senate on the said Joint Committee, namely, the Honourable Senators Aseltine, Cameron, Connolly (*Ottawa West*), Connolly (*Halifax North*), Dessureault, Lambert and Reid;

That the said Committee have power to call for persons, papers and records; to sit during sittings and adjournments of the Senate and to report from time to time;

That the said Committee have power to print such papers and evidence from day to day as may be ordered by the Committee and that Rule 100 of the Senate be suspended in relation thereto;

That a Message be sent to the House of Commons to inform that House accordingly.

The question being put on the said motion, it was—

Resolved in the affirmative, and—

Ordered accordingly.

TUESDAY, March 20, 1956.

With leave of the Senate,

The Honourable Senator Beaubien moved, seconded by the Honourable Senator Vaillancourt,—

That the name of the Honourable Senator Gershaw be added to the list of Senators serving on the Joint Committee of both Houses of Parliament on the Federal District Commission; and

That a Message be sent to the House of Commons to inform that House accordingly.

The question being put on the said motion, it was—

Resolved in the affirmative, and—

Ordered accordingly.

WEDNESDAY, March 21, 1956.

The Honourable Senator Gershaw, Joint Chairman of the Special Committee of both Houses of Parliament on the Federal District Commission, presented to the Senate their first Report.

The said Report was then read by the Clerk, as follows:—

WEDNESDAY, March 21, 1956.

The Joint Committee of the Senate and House of Commons appointed to review and report upon the progress and programmes of the Federal District Commission in developing and implementing the plan for the National Capital, beg leave to make their first Report, as follows:—

Your Committee recommend that the quorum of the Senate section of the Joint Committee be reduced to three Members.

All which is respectfully submitted.

F. W. GERSHAW,
Joint Chairman.

With leave of the Senate,

The Honourable Senator Gershaw moved, seconded by the Honourable Senator Howden, that the said Report be adopted.

The question being put on the said motion, it was—

Resolved in the affirmative, and—

Ordered accordingly.

JOHN F. MACNEILL,
Clerk of the Senate.

REPORT TO THE SENATE

WEDNESDAY, March 21, 1956.

The Joint Committee of the Senate and House of Commons appointed to review and report upon the progress and programs of the Federal District Commission in developing and implementing the plan of the National Capital, beg leave to make their first Report, as follows:—

Your Committee recommend that the quorum of the Senate section of the Joint Committee be reduced to three members.

All which is respectfully submitted.

F. W. GERSHAW,
Joint Chairman.

(The said Report was adopted by The Senate on the same day).

REPORT TO THE HOUSE

WEDNESDAY, March 21, 1956.

The Joint Committee of the Senate and House of Commons appointed to review and report upon the progress and programs of the Federal District Commission in developing and implementing the plan of the National Capital, begs leave to present the following as its

FIRST REPORT

Your Committee recommends that the quorum of the House of Commons' section of the Joint Committee be reduced to eight Members.

Respectfully submitted,

ARMAND DUMAS
Joint Chairman.

NOTE: The said Report was adopted on the same day.

MINUTES OF PROCEEDINGS

House of Commons, Room 497,
WEDNESDAY, March 21, 1956.

The Joint Committee of the Senate and the House of Commons, appointed to review and report upon the progress and programs of the Federal District Commission in developing and implementing the Plan for the National Capital, met at 10.00 o'clock, a.m.

Present:

The Senate: Honourable Senators Cameron, Connolly (*Ottawa West*), Connolly (*Halifax*), Gershaw, Reid.

The House of Commons: Messrs. Blair, Caron, Coldwell, Dumas, Fraser (*St. John's East*), Gour (*Russell*), Harkness, Houck, Leduc (*Gatineau*), Mang, McIlraith, Nowlan, Philpott, Weselak.

The Clerk of the Committee attended to the election of a Joint Chairman from the Senate Section and of a Joint Chairman from the House of Commons Section.

Honourable Senator Connolly (*Halifax*) proposed, seconded by Honourable Senator Cameron, that Honourable Senator F. W. Gershaw be Joint Chairman representing The Senate.

Mr. Leduc (*Gatineau*) proposed, seconded by Mr. Weselak, that Mr. Armand Dumas be Joint Chairman representing the House of Commons.

No other nominations having been made, the question was put on the two proposals and both carried unanimously.

Honourable Senator Gershaw and Mr. Dumas then jointly took the Chair.

Honourable Senator Gershaw and Mr. Dumas, each in turn, thanked the Committee for the honour conferred upon them.

On motion of Honourable Senator Connolly (*Ottawa West*), seconded by Honourable Senator Cameron,

Resolved,—That a recommendation be made to the Senate that the quorum of the Senate Section of the Joint Committee be reduced to three senators.

On motion of Mr. Fraser (*St. John's East*), seconded by Mr. Mang,

Resolved,—That a recommendation be made to the House of Commons that the quorum of the House of Commons Section of the Joint Committee be reduced to eight members.

On motion of Honourable Senator Reid, seconded by Mr. Blair,

Resolved,—That a subcommittee on Agenda and Procedure, comprising both Joint Chairmen with one other Senator and five other Members of the House, to be designated by the Joint Chairmen, be appointed.

On motion of Honourable Senator Connolly (*Ottawa West*), seconded by Mr. Leduc (*Gatineau*),

Resolved,—That, pursuant to the authority conferred upon it in the Orders of Reference of the House of Commons (7th March) and The Senate (15th March), the Committee print from day to day 1,000 copies in English and 300 copies in French of its Minutes of Proceedings and Evidence.

Before adjournment the Committee was informed by Mr. Dumas, Joint Chairman, that a number of publications, submitted by the Federal District Commission, would be distributed to each member of the Joint Committee, between now and the next sitting. These to consist of the following:

1. General Report, Plan for the National Capital of Canada, 1950, by Jacques Greber, with Atlas.
2. The November 1955 issue (Vol. 32, Toronto, No. 11), of the Royal Architectural Institute of Canada Journal;
3. The fifty-sixth Annual Report (1955) of the Federal District Commission;
4. The Capital and Operating Budgets of the Federal District Commission for the year ending March 31, 1957.

At 10.30 o'clock a.m. the Committee adjourned to meet again at 11.00 o'clock a.m., Tuesday, March 27th, 1956.

The Senate, Room 368.
TUESDAY, March 27th, 1956.

The Committee met at 11.00 o'clock a.m. Mr. Dumas, Joint Chairman, presided.

Present:

The Senate: Honourable Senators Cameron, Connolly (*Ottawa West*), and Lambert.

The House of Commons: Messrs. Caron, Coldwell, Dumas, Gour (*Russell*), Hansell, Leduc (*Gatineau*), Mang, McIlraith, Philpott, Richard (*Ottawa East*), and Weselak.

In attendance: The Hon. Senator Cairine Wilson; Mr. R. B. Bryce, Clerk of the Privy Council and Secretary to the Cabinet; and for the *Federal District Commission*, Major-General Howard Kennedy, C.B.E., M.C., M.E.I.C., F.E., Chairman; Messrs. Alan K. Hay, M.E.I.C., General Manager; H. R. Cram, M.E.I.C., Assistant General Manager; J. Edouard Handy, Secretary; D. L. McDonald, M.T.P.I.C., C.S.L.A., Director of Planning, Walter Bowker, Director of Information, and Marcel Couture, Chief Accountant.

The presiding Chairman informed the Committee that the following members had been named to act with the Joint Chairmen on the subcommittee on agenda and procedure, namely: Hon. Senator Connolly (*Ottawa West*), and Messrs. Blair, Coldwell, Caron, Houck and Hansell.

The presiding chairman also announced that each member had, just prior to the opening, been supplied, in addition to the material distributed in the interval since the previous meeting on March 21, with a copy of the brief

submitted by the Federal District Commission and a copy of Chapter 112 of the Revised Statutes, 1952, An Act respecting the Federal District Commission.

The officials of the Federal District Commission, in attendance, were introduced by the presiding chairman who afterwards invited Major-General Kennedy to address the Committee and present the brief on behalf of the Commission.

On motion of Mr. Coldwell, seconded by Mr. Caron, it was

Ordered,—That the said brief be printed in its entirety to the day's record of proceedings, as Appendix "A".

Major-General Kennedy then proceeded to the reading of the brief, section by section, and as each section was read he was questioned in relation thereto. In respect to some specific points, he was assisted by Mr. Marcel Couture, Chief Accountant.

After sections 1 and 2(a) of the brief had been dealt with, Hon. Senator Lambert suggested, and it was unanimously agreed to, that consideration of the brief be not proceeded with further at this time but postponed until after the Easter Recess of Parliament when the members will have had a better opportunity to read the brief and familiarize themselves with its extensive contents.

At 12.00 o'clock noon, on motion of Mr. Hansell, the Committee adjourned to the call of the chair.

Antoine Chassé,
Clerk of the Committee.

EVIDENCE

March 27, 1956

11.00 a.m.

The PRESIDING CHAIRMAN (*Mr. Dumas*): Ladies and gentlemen, we have a quorum and we will proceed.

I would like first to announce those who compose the agenda committee: Hon. Mr. Gershaw and Hon. Mr. John Connolly (Ottawa West) for the Senate, and Mr. Blair, Mr. Coldwell, Mr. Hansell, and myself for the House of Commons.

At the last meeting, it was announced that some material would be distributed, and I would like to give you a list so that it will be included in the minutes. The documents are: General Report, Plan for the National Capital of Canada, 1950, by Jacques Gréber, with Atlas; second, the Journal of the Royal Architectural Institute of Canada, volume 32, of November 1955, No. 11; third, annual report of the Federal District Commission, fifty-sixth annual report 1955; fourth, the capital and operating budgets for the year ending March 31, 1957 of the Federal District Commission. This morning, I understand that the secretary has distributed a brief, which is being submitted by the Federal District Commission, to the joint committee. Then there is a copy of the act, namely, the Federal District Commission Act, chapter 112 of the revised statutes, 1952.

This morning we are honoured by the presence here of the officers of the Federal District Commission, and I would like to introduce them to you, although you probably have met them. First, I would like to introduce to the committee Major General Howard Kennedy, chairman of the Federal District Commission; Mr. Alan K. Hay, general manager; Mr. H. R. Cram, assistant general manager; Mr. J. Edouard Handy, secretary; Mr. D. L. McDonald, director of planning; Mr. Walter Bowker, director of Information; Mr. Marcel Couture, chief accountant. We are very happy, gentlemen, to have you with us this morning.

May I call now on General Kennedy to come up to the head table.

Now, ladies and gentlemen, you have a copy of the brief which has been prepared by the Federal District Commission, and if it is the pleasure of the committee I would suggest that perhaps General Kennedy would read the first section and after he is through reading it that questions be asked, if it is your pleasure.

First of all, I would like to suggest that the brief might be published in the minutes of today's meeting because it has been distributed, and I think it is in order that the whole brief be published as an appendix to the minutes.

Moved by Mr. Coldwell, seconded by Mr. Caron that the brief submitted by the Federal District Commission be published in the minutes of today as an appendix.

Agreed.

(See Appendix A)

Now, we will hear Major General Kennedy.

Major General Howard Kennedy, Chairman, the Federal District Commission, called.

The WITNESS: Ladies and gentlemen, may I just say a few words before I start reading the brief.

I wish to express the appreciation of the members of the Federal District Commission for having this opportunity of presenting our case to this parliamentary committee. We hope to be able to present a clear picture of the existing situation and we hope to be able to project to you some of the vision we have for the future and, through you in this committee, we hope to be able to project it to the Canadian people. We would hope also to pass on to you some of the enthusiasm of the members of the commission for the great task of carrying out the national capital plan and creating a capital which is worthy of the Canadian people, and which expresses the spirit of the nation.

The staff of the commission have worked very hard to get this material all together, as well as a lot of other charts and information which will subsequently be given to the committee. It was mainly because this was completed only on Friday of last week that we have not had time to obtain a french translation; that will be done later.

Before starting on the brief, I would like to pay a special tribute to the staff of the commission for the way they have worked, and also to the members of our various committees, in particular the National Capital Planning Committee, the Architectural Committee and the Gatineau Park Parkways Committee, for the amount of time—both their ability and time—which they have given to working on the problems of the Federal District Commission. I also would like to express the appreciation of the members of the commission for the generous support which has always been, at all times, given by the various members of the groups in parliament here. We have appreciated that, and it has made our task much easier to feel we have the support of all groups, both in the House of Commons and in the Senate. We appreciate that; and we do hope that our efforts here before this committee, and the information given here, will bolster that support and thereby help the needs of the national capital, and that funds and necessary legislation to get this work done will follow as a result.

I would ask, Mr. Chairman, when it comes to the answering of questions, that I may have the privilege of asking some of the members of the staff who are here to answer, as they may be more familiar with some of the detail required.

The PRESIDING CHAIRMAN: That is perfectly all right.

The WITNESS: Thank you.

Without further explanation, I will read this brief.

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SECTION 1

The Federal District Commission

Organization—1956

Chairman:

Major General Howard Kennedy, C.B.E., M.C., M.E.I.C., F.E., Ottawa.

Commissioners:

Gaston Amyot, M.R.A.I.C., Quebec, representing the Province of Quebec.

A. F. Baird, M.E.I.C., Fredericton, representing the Province of New Brunswick.

Edgar Baird, Gander, representing the Province of Newfoundland.

J. H. Blanchard, B.A., LL.D., Charlottetown, representing the Province of Prince Edward Island.

Charles Camsell, C.M.G., LL.D., F.R.S.C., Ottawa.

Mrs. Cora T. Casselman, B.A., Edmonton, representing the Province of Alberta.

Colonel Harold Cooch, B.A.Sc., M.E.I.C., Hamilton, representing the Province of Ontario.

Harvey W. Doane, M.E.I.C., Halifax, representing the Province of Nova Scotia.

J. A. Ewart, B.A.Sc., M.R.A.I.C., Ottawa.

Madame Gaston Fontaine, M.B.E., Hull, Quebec.

Colonel J. D. Fraser, V.D., Ottawa.

Lawrence Freiman, B.A., Ottawa.

C. E. Joslyn, B.Sc., D.L.S., Winnipeg, representing the Province of Manitoba.

A. J. Major, LL.D., Ottawa.

Thomas Moncion, Mayor of Hull, representing the City of Hull.

J. W. Sanderson, Prince Albert, representing the Province of Saskatchewan.

R. E. Valin, M.D., C.M., F.R.C.S.(C), F.A.C.S., Ottawa.

J. Alexander Walker, C.E., B.A.Sc., M.E.I.C., B.C.L.S., M.T.P.I.C., M.A.I.P., M.A.S.P.O., Vancouver, representing the Province of British Columbia.

Miss Charlotte Whitton, C.B.E., M.A., D.C.L., LL.D., Mayor of Ottawa, representing the City of Ottawa.

Advisory—National Capital Planning Committee:

Alderman Richard Barber, representing the City of Ottawa.

Alderman J.-Yves Bernier, representing the City of Hull.

A. E. K. Bunnell, M.E.I.C., Planning Consultant, Toronto.

Gordon Culham, M.S.A., M.C.S.L.A., M.T.P.I.C., Landscape Architect, Bolton, Ont.

Charles David, F.R.A.I.C., Architect, Montreal, Que.

Major-General Howard Kennedy, M.C., C.B.E., M.E.I.C., F.E., Chairman of The Federal District Commission.

D. K. MacTavish, O.B.E., B.A., Q.C., Ottawa.

A. S. Mathers, F.R.A.I.C., Architect, Toronto.

Controller G. H. Nelms, representing the City of Ottawa.

Watson Sellar, C.M.G., Auditor General of Canada, Ottawa.

Honourable Robert Winters, B.A., M.Sc., LL.D., Minister of Public Works, Ottawa.

Consultants:

Jacques Gréber, S.A.D.G., S.C., S.F.U., M.E.I.C., (Hon.) F.R.A.I.C., Paris, France, Consultant-in-chief

S. B. Wass, M.E.I.C., railway consultant, Ottawa.

Edouard Fiset, M.R.A.I.C., S.A.D.G.F., M.T.P.I.C., city planner, Quebec, Que.

Officers:

Alan K. Hay, M.E.I.C., General Manager.

Haldane R. Cram, M.E.I.C., Assistant General Manager.

J. Edouard Handy, B.Com., M.A., Secretary.

Edward I. Wood, C.S.L.A., Landscape Architect.

C. E. Cornish, M.E.I.C., Assistant Chief Engineer.

D. L. McDonald, B.L.Arch., M.T.P.I.C., C.S.L.A., Director of Planning.

Walter Bowker, Director of Information.

Marcel Couture, C.P.A., Chief Accountant.

E. S. Richards, B.Sc.F., Superintendent of Gatineau Park.

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FEDERAL DISTRICT COMMISSION



(Consultants)

Chairman

General Manager and Chief Engineer

Assistant General Manager

Purchasing Branch

Engineering Division	Secretarial Division	Landscape Architecture Division	Information Division	Gatineau Park Division	Planning Division	Accounts Division
Construction	Correspondence and Filing	Park Maintenance	Publicity and Information	Maintenance and Operation	Planning Studies and Surveys	Accounts
Railway Project	Minutes	Landscape Architecture	Model Displays and Exhibits	Property Acquisition for Gatineau Park	Property Acquisition and Administration	Estimates
Surveys	Signing Officer	Floral Displays				Financial Studies and Reports
Shops	Office Control					
Stores	Reports and Personnel Records					

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THE FEDERAL DISTRICT COMMISSION

Present Constitution, Powers and Responsibilities

The Commission is constituted under the Federal District Commission Act, 1926-27, C.55, S.1. (Consolidated R.S. 1952, Ch. 112).

It is composed of twenty members, eighteen of whom are appointed by the Governor in Council and one each by the cities of Ottawa and Hull. The chairman is named by the Governor in Council. All hold office during pleasure for a period not exceeding five years. The members appointed by the Governor in Council include one member appointed for each of the ten provinces of Canada who is ordinarily a resident of the province for which he is appointed. The members serve without remuneration but are reimbursed for expenses incurred by them in the execution of their duties.

The Commission meets bi-monthly in Ottawa.

The Commission is advised on the preparation and implementation of the National Capital Plan by a permanent honorary advisory committee known as the National Capital Planning Committee, established under FDC Bylaw No. 28, approved by Order-in-Council P.C. 1266, April 18, 1946. Appointments to the Committee are made by the Commission.

The Commission is empowered to:

1. purchase, acquire and hold real property within the National Capital District for the purpose of public parks or squares, streets, avenues, drives, thoroughfares, bridges or other structures;

2. do, perform and execute all necessary or proper acts or things for the purposes of preparing, building, improving, repairing, maintaining and protecting all or any of the works of or under the control of the Commission, and for preserving order thereon;

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3. co-operate with any local municipality in the improvement and beautifying of the same or the vicinity thereof by the development, maintenance or improvement of public parks, squares, streets, avenues, drives, thoroughfares, bridges or other structures in such municipality or in the vicinity thereof;

4. operate or grant concessions for the operation of places of refreshment, amusement or shelter, or for the encouragement of recreation, sports and games, upon any property under its administration or control;

5. subject to the approval of the Governor in Council sell any real property of the Commission not being a portion of any public park or square, street, avenue, drive or thoroughfare, that is not required for the purposes of the Commission; and

6. lease any real property of the Commission for any period during which it is not required for the purposes of the Commission;

7. co-ordinate construction and development work in the National Capital District in accordance with general plans approved from time to time under this Act;

8. bring or take actions, suits or other legal proceedings in any Court;

9. construct a railway and related facilities and acquire lands therefor; may sell or lease the said railway, facilities and lands to any railway company or enter into agreements with railways for operation and use of such railway or facilities;

10. pay grants to the appropriate authorities in municipalities in which Gatineau Park is located for loss of taxes due to lands purchased in the Park.

The Act provides for the payment to the Commission of an annual grant of \$300,000 for a period not exceeding fifteen years from the first day of April, 1947.

The Commission administers the National Capital Fund established by Parliament in 1948 to assure the availability over a period of sufficient funds to initiate long-range planning projects.

No real property costing more than \$5,000 may be purchased or acquired except with the previous consent of the Governor in Council. No expenditures may be made by the Commission until its operating and capital budgets have been approved by the Governor in Council. The latter budget is required to be laid before Parliament.

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The Commission is required to submit to the President of the Privy Council each year a report on the work done and the funds received and expended.

All expenditures by the Commission are subject to the audit of the Auditor General of Canada in the same manner as other public moneys.

The Act vested in the Federal District Commission all the assets, rights, property, etc. belonging to its predecessor—The Ottawa Improvement Commission—as well as its debts, liabilities, etc.

The PRESIDING CHAIRMAN: Are there any questions on section 1?

By Mr. Coldwell:

Q. What is the amount of the national capital fund now established by parliament in 1948?—A. We have received eight of the allotments under the national capital fund amounting to \$2½ million a year; of that we have another \$5 million to receive on that fund. Some of that money is already in hand. I can give you the exact figure.

Q. I was doing it more particularly for the record.

Mr. RICHARD (*Ottawa East*): Could you tell me how much property has been purchased, or acquired, by the commission that has been sold? Could you give me some information on that?

The WITNESS: I would like to ask one of my staff to answer this question. I believe it is negligible.

Mr. McILRAITH: Would that not come under section 4?

The WITNESS: Yes.

The PRESIDING CHAIRMAN: It might be a good idea to wait until we reach the section concerned.

By Mr. Richard (Ottawa East):

Q. I have another question. Does the chairman of the Federal District Commission consider that the commission as now constituted is sufficient for the present purpose? There are 18 members. Are there too many members, or are there enough?—A. No. We are quite happy as to the constitution of the com-

mission. We are not hampered in any way by the size. We are very satisfied with the size of the membership and with the representation from the various provinces.

Q. You are not suggesting to this committee that there should be a different distribution of the membership or an increase in it?—A. No.

By Mr. Caron:

Q. There is a representative from Ottawa and one from Hull, but there is a whole district in the Gatineau region and outside the city of Ottawa which is very interested in the Federal District Commission. Would it be a good idea that there be one representative added for these parts which are not represented now?—A. I think you would have to have two, one for either side of the river.

Q. One for each, but outside of the city?—A. Yes, but these municipalities are represented on the National Capital Planning Committee. That is how they are brought in as different from the members outside in the rest of Canada. I am afraid that Ottawa and its surroundings here would be more or less over-represented if we started putting more on. I think that we have sufficient personnel to represent this through the National Capital Planning Committee without adding to the numbers in the Federal District Commission. That would be my answer.

Q. Both cities are represented, but the county of Pontiac, Gatineau and Val Tetreau are not at all represented and they are very interested in the capital plan.

Mr. COLDWELL: Would that not bring in a great many municipalities?

Mr. CARON: They would be regional representatives, one for the Quebec side and one for the Ontario side for outside the cities.

Mr. COLDWELL: And the municipalities would appoint them as regional representatives of all the municipalities north and west of the river?

Mr. CARON: Yes.

Mr. MCLLRAITH: It seems to me that if the money is to be provided by the parliament of Canada, then they must assume the responsibility for choosing the members of the commission.

The WITNESS: Yes. All members of the commission are chosen by parliament. We do not have the appointing.

Mr. MCLLRAITH: In section 3 of the act, one member is appointed by the Corporation of the City of Ottawa and one member appointed by the city of Hull, so that all members of the commission at the present time are appointed by the legislative body providing the funds, with the exception of those two. Now, if we were to add two more members representing municipalities, that would have to be examined. It may be that the municipalities should be given the right to make additional appointments if any, or it may be that the federal government should make them. That point would have to be examined.

Mr. COLDWELL: Municipalities could nominate and the government appoint.

Mr. MCLLRAITH: There is a similar point as to the provinces. The provinces are not given the right to name a member of the commission, although one member from each province is appointed to the commission. So there is a nice question of policy to be considered before a decision would be taken.

Mr. GOUR (*Russell*): We have been speaking about a matter on each side of the Ottawa river in Quebec and Ontario. I have two municipalities in Russell who are interested in where you make expropriations. That is in Eastview and Gloucester, where there is more expropriation and more trouble than anywhere else; there is more expropriation in my riding than anywhere

else. There is the Greenbelt complaint. About two-thirds of the Greenbelt is in Russell, and in Gloucester township there is expropriation. Those people have no representation.

The WITNESS: I think it is really for parliament to decide rather than for us to recommend. It is a matter of policy. I have not felt, as chairman of the Federal District Commission, that we were ignoring the rights of any of those people. I think you will find it difficult to have a number of municipalities agree on one man to represent them.

Mr. WESELAKE: Do the provincial representatives from Ontario and Quebec actually act as representatives for these areas on the commission?

The WITNESS: Yes. When you say, "represent" them, really it is a matter of giving a widespread representation to the commission rather than having them as speaking for Ontario, Manitoba, or wherever it might be. They do not act in that manner at all. None of them is trying to force the rights of a province or anything like that. As a matter of fact it is a very friendly arrangement. While they are there so that the province in question will feel it is represented on the commission, there has not been any question of voting in any one way.

Mr. MCLRAITH: In section 3, subsection 5, the governor in council shall appoint one member for each province. There is nothing by way of limitational authority. It is merely a limitation on the governor in council in making the choice.

Mr. COLDWELL: In other words, it is not a delegate chosen by the province?

The WITNESS: No.

Mr. MCLRAITH: The limitation is put, not on that member in his work, but the limitation is put on the governor in council, by parliament.

Mr. WESELAKE: How many members are on the National Capital Planning Committee? On what basis are these members appointed?

The WITNESS: That is given on this front page here. There are at the moment five vacancies I believe on the National Capital Planning Committee due to resignations and deaths. Because this joint committee was coming forward, we have hesitated to change this by adding new members until after the results of this parliamentary committee are known, but actually the majority of the members of the National Capital Planning Committee are from the local area here and some represent the local municipalities. For instance, Doctor Leduc used to be a member of the National Capital Planning Committee for the Gatineau area.

Mr. RICHARD (*Ottawa East*): Is he replaced?

The WITNESS: No. He resigned. There are five vacancies. We have not replaced anybody who left our membership in the last twelve months or so. However, we do have in the membership some out-of-town members: two from the Royal Architectural Institute of Canada, two members of the Engineering Institute of Canada, and one representing the Canadian Society of Landscape Architects. Otherwise, the members come from the local area because meetings are held quite often and it is very difficult to bring people from right across the country.

The PRESIDING CHAIRMAN: Are there any further questions on this section?

Mr. RICHARD (*Ottawa East*): I wish to make a statement. You said the commission is acquiring and holding real property. I suppose that includes expropriations, and that the policy in that will be explained later?

The WITNESS: Yes.

Mr. CARON: Do you think the name of the commission should be changed from the Federal District Commission to the National Capital District Commission?

The WITNESS: We have discussed that and have not been able to agree. This brief has the approval of the Federal District Commission in this, that the first draft was discussed by the full meeting of members of the commission and any changes which have been made since that time—and there was only one major change concerning the Greenbelt, and it was discussed. It might not be in the exact words as when it was presented to the commission, but this represents the thinking of the Federal District Commission as a body and has their approval.

By Mr. Caron:

Q. Was some representation made that the name be changed?—A. Yes. There has been some representation made that it be called the National Capital Commission.

Q. Some people are objecting to the idea of the Federal District Commission in that it would become the same thing they have in the United States, in the District of Columbia; they are afraid of the words Federal District Commission.—A. They were conscious of that and the fact that it probably creates a misconception in the minds of some.

By the Hon. Mr. Lambert:

Q. On the other hand, it leaves open for future development and crystallizes the relationship between the development of the capital city and the surrounding district, and leaves the projects open to more detailed definition rather than by putting the emphasis on a municipality at the present time. I think that the national capital commission idea presupposes that the development is entirely within the municipality itself, rather than a district. You might mention the extent of the district over which it is supposed to apply?—A. The Federal District Commission now, within its orbit, has the national capital district, with an area of 900 square miles extending, in one direction, about 30 miles out of the city. In general, it takes in the shores of the Ottawa river, Rideau river, and Gatineau river, for some distance in all directions. One of the problems we have had has been to dissociate a name like the National Capital Commission or anything like that with the fact that we have had a National Capital Planning Committee. We also have the Ottawa Planning Area Board, and certain other names and we do not want to get them any more confused than they are at the present time.

Q. Actually the planning committee you referred to is a subcommittee?—A. Yes.

Q. Which is responsible for the national capital construction plans?—A. Yes.

Q. So that you do really represent that specifically in the subcommittee?—A. Yes.

By the Hon. Mr. Connolly (Ottawa West):

Q. I do not know whether my question is appropriate at this time, but at the bottom of page 4 you set out the powers of the commission, which are

simply from section 10 of the act. Is it proposed to make any suggestions to change any of those powers?—A. Yes. We have recommendations in the last five chapters here. We are making suggestions later which end up with recommendations which have to do not only with funds but some other factors.

Q. Some of the powers themselves?—A. Yes.

Q. At page 5 some of those powers have been spelled out. There is reference to the annual grant of \$300,000, and in addition to that, it is in the following paragraph referring to the national capital fund. I take it, that that is the \$2½ million annual amount that is appropriated for the use of the commission?—A. Correct.

Q. And in the next paragraph you talk about the approval of expenditures. I take it you will go before the treasury board for approval of the expenditures which you incurred?—A. We submit a budget, just as any other government department or any other crown company would. We have to put in our annual estimates which go before the treasury board, but that is not approval to spend the money. As we initiate a project we have to submit it to the Privy Council before we are authorized to spend the money.

By Mr. McIlraith:

Q. General Kennedy, there are no substantive changes in the legislation. Are you satisfied with the act in its present form or could it be improved by redrafting?—A. We believe it could be improved. We are recommending an overhaul of the act. It is this item at the bottom of page 5 about the real property, that we cannot buy more than \$5,000 worth of property without submitting it to the Privy Council for approval, which sometimes causes a delay.

Q. My point is a little different. I had the impression that the act needed redrafting quite apart from any substantive changes or changes in substance. Would you give the committee your suggestion as to that?—A. Yes. In view of our experience over the years—and the experience of my predecessors over the years—I believe the act could be overhauled and improved. We will be prepared to make recommendations to that end.

By Mr. Mang:

Q. On page 5, under "Powers of the Commission", clause 9, "construct a railway and related facilities...". Is that dealt with later by way of explanation?—A. Only indirectly. Actually that clause is in there because we have already built the railway. It was for the cross-town tracks, the Canadian National Railway that came in from Barry's Bay and Algonquin Park area. We have already built a loop around the south of the city, roughly five miles of railway and have also constructed railway yards. That is where this Queensway is to built across the city. That section was put in in order to enable that work to be carried out. Construction has been going on now for about five years and is actually practically completed. We hope, as a matter of fact, to be able to take the members of the committee around and show them some of these things which have been carried out.

Q. It was just a matter of information.—A. We will be discussing the whole railway problem and the further developments of it. The railway problem is probably the biggest problem we have facing us in the way of money expenditure at the present time and in the immediate future.

Q. That is what I was getting at.

The PRESIDING CHAIRMAN: Shall we proceed with section 2 (a)?

SECTION 2 (a)

(Page 7)

THE OTTAWA IMPROVEMENT COMMISSION

History, Powers and Finances

Ottawa was selected by Queen Victoria in 1857 to be the permanent seat of the Legislature of the United Provinces of Upper and Lower Canada. The city became the National Capital of Canada under the terms of Confederation in 1867, but its status as a self-governing municipality incorporated under the laws of the Province of Ontario remained unchanged. The population at the time was about 28,000.

Under the provisions of the British North America Act, Crown property is exempt from ordinary municipal taxation, but in 1877 the Dominion Government began to pay the city for water supply for federal public buildings, and in 1883 and 1885 assumed the costs of maintenance of certain bridges, roads and sidewalks fronting on government property. In 1897 the city petitioned for better terms in lieu of tax payments. The government of the day felt that the appearance of the city at this time was not in keeping with its status as the National Capital, and recognized that the development of an adequate and beautiful capital was a national and not purely a local municipal responsibility. A federal agency was required to plan and carry out a long range improvement program, and for this purpose Parliament in 1899 established the Ottawa Improvement Commission.

The Commission was given the task of beautifying and improving the City of Ottawa and vicinity by the construction of parks, drives, thoroughfares, public squares, etc.

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The Act stipulated that the annual grant to the Commission, initially \$60,000 for ten years, to carry out its works would constitute full payment to the city for the provision of municipal services to the federal buildings, etc.

Four Commissioners comprised the membership, the Chairman and two others appointed by the Governor in Council, and the fourth by the City of Ottawa. All were to serve without remuneration.

Under its terms of reference, the Commission was empowered to:

(a) purchase, acquire and hold real property within such area or district as may from time to time be designated by the Governor in Council for the purpose of public parks or squares, streets, avenues, drives, thoroughfares or bridges;

(b) do, perform and execute all necessary or proper acts or things for the purposes of preparing, building, improving, repairing, maintaining and protecting all or any of the works of or under the control of the Commission and for preserving order thereon;

(c) co-operate with any local municipality in the improvement and beautifying of the same or the vicinity thereof by the acquisition, maintenance and improvement of public parks, squares, streets, avenues, drives, thoroughfares or bridges in such municipality or in the vicinity thereof;

The Act provided also that:

15. The annual grant payable under this Act shall be in full payment, satisfaction and discharge of all claims and demands by or on the part of the Corporation on the Government of the Dominion of

Canada (hereinafter referred to as "the Government"), in respect of water supplied (including charges for street sprinkling) by the Corporation for use in and on all buildings, lands and premises in the said city of Ottawa (including Major's Hill Park) now owned, rented, leased or occupied, or hereafter to be owned, rented, leased or occupied, by the Government, and also for use in and on Rideau Hall and Rideau Hall grounds and the Central Experimental Farm and the buildings thereon, and for use in and on all other buildings, lands and premises in the vicinity of the said city of Ottawa now or hereafter to be owned, rented, leased or occupied by the Government, and for fire protection by the Corporation to any of such buildings or premises, and all payments heretofore made by the Government to the Corporation for water supply, street sprinkling and fire protection shall be discontinued; and the said grant shall also be in full satisfaction and discharge of all other claims and demands on the Government by or on the part of the Corporation.

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16. Nothing herein shall in any way alter or change the agreement now existing between the Government and the Corporation with regard to the control and possession by the Government of the said Major's Hill Park, the abolition of tolls on and the free use by the public of the Union Bridge over the Ottawa River connecting the cities of Ottawa and Hull, and the maintenance and repair and keeping in repair by the Government of the following bridges and sidewalks in the said city of Ottawa, namely; the bridges over the Rideau Canal, known as the Dufferin, Sappers', and Maria Street bridges; the bridges over the Chaudière slides; and the sidewalks on the east side of Elgin Street and on the south side of Maria Street in front of and along the side of Cartier Square; or shall in any way alter or change any of the provisions of such agreement except as in this Act provided.

17. So much of the said agreement referred to in the last preceding section as relates to the repair and maintenance and the keeping in repair by the Government of that portion of Wellington Street in the said city between Dufferin Bridge and Bank Street, and the repair and maintenance of good and sufficient sidewalks on both sides of the said portion of Wellington Street, is hereby cancelled, and the following substituted therefor, namely: That the Government shall repair and maintain good and sufficient sidewalks on the northern side of that portion of Wellington Street in the said city between Dufferin Bridge and Bank Street, and on so much of the southern side of the said portion of said street as is in front of property owned by the Government, and shall keep in repair the roadway of the said portion of Wellington Street between Dufferin Bridge and Bank Street, as it now exists, and should it be deemed desirable that an asphalt or other improved pavement be hereafter placed on the said roadway, such work shall be done by the Corporation in the same manner as similar works are done in other portions of the city, nothing herein contained to be construed as releasing property holders on the said portion of Wellington Street, from any obligation imposed upon them by law as regards payment of any taxes or rates in respect of their property on the said street.

18. The Governor in Council shall not appoint any commissioner under this Act, and no payment shall be made hereunder, until all the provisions of this Act have been accepted and approved by by-law duly passed by the Corporation.

2. Such by-law shall provide that the Corporation shall at all times while such annual grant is paid as aforesaid furnish an adequate and sufficient supply of water for use in and on all buildings, lands and premises in the said city of Ottawa now owned, rented, leased, or occupied, or to be hereafter owned, rented, leased or occupied by the Government, and also for use in and on Rideau Hall and Rideau Hall grounds, and the Central Experimental Farm and buildings thereon, and for use in and on all other buildings, lands and premises in the vicinity of the said city now or hereafter to be owned, rented, leased or occupied by the Government, and shall also provide an efficient fire protection for any and all of such buildings and premises, and shall also provide for the sprinkling of the streets in front of such buildings, lands and premises, including the bridges in the said city maintained by the Government."

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The membership of the Commission was increased from four to eight by an amendment to the Act May 15, 1902; and another amendment of August 13, 1903, extended the period over which the annual grant of \$60,000 was to be paid from 10 years to twenty years from July 1, 1899. At the same time the Commission was empowered to borrow up to \$250,000 by the issue of debentures to enable it to carry out projects beyond the limitations imposed by the \$60,000 annual grant.

An amendment of May 4, 1910 increased the annual grant to the Commission to \$100,000 for a ten-year period from July 1, 1909; and on July 7, 1919 the amount was increased to \$150,000 annually for a ten-year period commencing July 1, 1919. At the same time the Act was consolidated.

The amendment to the Act of May 4, 1910 also authorized the Minister of Finance to pay the city of Ottawa \$15,000 annually for a period of ten years from July 1, 1909 for municipal fire protection service for the federal buildings. This was the beginning of the City of Ottawa Grant. In 1920, by a federal-municipal agreement, it was increased to \$75,000 annually for a five-year period from July 1, 1918, and water for government buildings and grounds was to be paid for at a fixed meter rate. The agreement also provided for the maintenance by the government of certain roadways, sidewalks and bridges; and subjected the government to local improvement rates in the same manner as other property owners.

In 1925 the annual grant to the city was increased to \$100,000 for a five-year period; and in 1946 to \$300,000 annually. It remained at this rate until the Municipal Grants Act came into interim effect in 1949 and fully applied in 1950. Payments to the City of Ottawa under the Municipal Grants Act have been as follows: 1949, \$400,000; 1950, \$962,392; 1951, \$1,176,403; 1952, \$1,392,316; 1953, \$1,437,932; 1954, \$1,427,237; 1955, \$2,750,000 (approx.).

(NOTE: The grant for 1955 has not been finally determined owing to certain reservations made by the City of Ottawa, but it is not expected to be substantially different from the amounts shown above)

In other words, that is not an exact figure, that \$2½ million.

The CHAIRMAN: Now, are there any questions on that section?

By Mr. Coldwell:

Q. For this \$2,750,000 the city of Ottawa I suppose has to provide all the services enumerated previously and anything beyond that?—A. Yes—well, later on it will be mentioned that in addition to this sum here we have been paying, and agreed to pay, certain sums for development in advance of needs. In other words, the city and the Federal District Commission agreed that when the Greenbelt was laid out that a procedure for developing services in the way

of sewers, waterlines, and so on for those areas in the outer limits of the city should be provided. An agreement was reached that wherever the Federal District Commission asked the city to develop a certain area before need to do so, that we would bear the cost of the carrying charges for that amount for a limited period. There is a list later on showing the amounts of money committed in that way.

Q. There was an agreement?—A. About five years ago, and some of it extended for a period of 12 years. We are 12 years in advance of the needs, and therefore there is 7 years on which we will pay on them, and that amounts to about \$2¼ or \$2½ million that we will pay the city for building water and sewerage services in advance of need.

Q. Is that more than \$2½ million the last?—A. Yes—No, I would like to have my financial adviser, Mr. Couture, answer that.

Mr. Marcel COUTURE (Chief Accountant, Federal District Commission): Mr. Coldwell, at the moment the annual grants paid to the city of Ottawa for advance of need construction of sewers, watermains, are paid out of the national capital fund. We now pay \$230,000 annually and we expect to pay about \$250,000 for the coming year at least. The latter projects which were approved, were only for a two-year basis, instead of a 12-year basis.

Mr. COLDWELL: The amount will be reduced then?

Mr. COUTURE: The amount will be increased as the construction takes place and then will be reduced as some of the earlier projects are disbursed off. I have available, Mr. Chairman, a table of these grants annually as they are paid to the city, and if it is of interest to the committee we would be happy to table the schedule.

The WITNESS: It is on page 88.

Hon. Mr. CAMERON: Do I understand that this amount of money is only interest?

Mr. COUTURE: Only interest plus cost of printing, brokerage, and things like that; that is a very small extra amount.

Mr. McILRAITH: You have spoken of grants made by the F.D.C. for construction in advance of need. Will you tell us if there are any other grants for the capital made to the city by the federal government.

Mr. COUTURE: This subject will be dealt with later on and I would suggest we wait until the section is read.

Mr. McILRAITH: Yes.

Mr. COLDWELL: We are at a disadvantage this morning, having only got this brief.

The WITNESS: In preparation of this brief we tried to answer in advance many of the questions which we anticipated would be asked about expenditures, and many of the questions asked in that way are already covered here.

Hon. Mr. LAMBERT: I think the purport of the section just read is largely of historical value and that there have been a great many changes since the Ottawa Improvement Commission was founded; and, with reference to these financial requirements, and so on, they are all set forth at the end of this brief. I do not wish to hurry the submission, but I do think that some time should be given to the members of this committee to peruse this brief because it is very comprehensive and explanatory. I think if the members had an opportunity to read it over, then it would throw some light on the questions which arise. It would be, Mr. Chairman, much more advisable than trying to plunge into it now.

Mr. COLDWELL: I agree with Senator Lambert.

The Presiding CHAIRMAN: At this point I would like to mention that this morning we have a difficult situation. We have only one reporter so, if it would meet with the approval of the committee, perhaps we could think of adjourning this meeting until the 19th of April when the senators will be back.

Mr. COLDWELL: Not having read the brief, I think the suggestion is a good one. I think we should adjourn and that would give us an opportunity to read the brief. I have asked two or three questions which are stated to be answered in the brief.

Mr. HANSELL: Mr. Chairman, we will not be meeting until after Easter, now, and it would be a good opportunity for us to take this brief and to read it over. If it is agreeable, I move we adjourn.

The PRESIDING CHAIRMAN: I would like to have a meeting of the agenda committee immediately after this meeting, and if it is possible we will communicate with the members of the committee and tell them what we propose to do. There is a motion to adjourn.

Mr. MANG: At or subsequent meetings will we have General Kennedy go through this brief with us again?

The PRESIDING CHAIRMAN: Yes.

Mr. MANG: In reading all of this, by the time you get to the end of it the front part of it is a little cloudy again. There are many questions which arise in the reading and we can put a question mark and underline the point on which we wish to question.

The PRESIDING CHAIRMAN: I do not want to anticipate too much, but I expect we will have General Kennedy with us at least for five or six other meetings.

The committee adjourned.

APPENDIX "A"

BRIEF

Submitted By

THE FEDERAL DISTRICT COMMISSION

to

THE JOINT COMMITTEE OF THE SENATE AND THE HOUSE OF COMMONS

appointed to review and report upon the progress and programs of
the Federal District Commission in developing and
implementing the Plan for the National
Capital of Canada.
March 1956

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EXHIBITS

The following exhibits, providing a visual presentation of many aspects of the National Capital Plan, are presented for the information of the Joint Committee:

- (a) Publications: General Report of the Plan for the National Capital of Canada, 1950, by Jacques Gréber, with Atlas
- (b) Models: Scale model of the central parts of Ottawa and Hull, showing developments proposed in the National Capital Plan, Scale 100 feet to one inch

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- 1. Metropolitan Area, showing administrative boundaries.
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- 2. Built-up Area, 1945 and 1955, showing area in acres and federal ownership in green.
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- 4. Government Buildings, 1945 and 1955, showing as well committed sites.
- 5. Federal and F.D.C. property acquisitions to 1949
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- 18. Railway Proposals 1945—Scheme 5A
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- 24. Parks and Parkways as proposed 1950
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28. Greenbelt zoned in general report—Plan for the National Capital, 1950
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SECTION 1

The Federal District Commission

Organization—1956

Chairman:

Major General Howard Kennedy, C.B.E., M.C., M.E.I.C., F.E., Ottawa.

Commissioners:

Gaston Amyot, M.R.A.I.C., Quebec, representing the Province of Quebec.

A. F. Baird, M.E.I.C., Fredericton, representing the Province of New Brunswick.

Edgar Baird, Gander, representing the Province of Newfoundland.

J. H. Blanchard, B.A., L.L.D., Charlottetown, representing the Province of

Prince Edward Island.

Charles Camsell, C.M.G., L.L.D., F.R.S.C., Ottawa.

Mrs. Cora T. Casselman, B.A., Edmonton, representing the Province of Alberta

Colonel Harold Cooch, B.A.Sc., M.E.I.C., Hamilton, representing the Province of Ontario.

Harvey W. Doane, M.E.I.C., Halifax, representing the Province of Nova Scotia.

J. A. Ewart, B.A.Sc., M.R.A.I.C., Ottawa.

Madame Gaston Fontaine, M.B.E., Hull, Que.

Colonel J. D. Fraser, V.D., Ottawa.

Lawrence Freiman, B.A., Ottawa.

C. E. Joslyn, B.Sc., D.L.S., Winnipeg, representing the Province of Manitoba.

A. J. Major, LL.D., Ottawa.

Thomas Moncion, Mayor of Hull, representing the City of Hull.

J. W. Sanderson, Prince Albert, representing the Province of Saskatchewan.

R. E. Valin, M.D., C.M., F.R.C.S.(C), F.A.C.S., Ottawa.

J. Alexander Walker, C.E., B.A.Sc., M.E.I.C., B.C.L.S., M.T.P.I.C., M.A.I.P.,

M.A.S.P.O., Vancouver, representing the Province of British Columbia.

Miss Charlotte Whitton, C.B.E., M.A., D.C.L., LL.D., Mayor of Ottawa, representing the City of Ottawa.

Advisory—National Capital Planning Committee:

Alderman Richard Barber, representing the City of Ottawa.

Alderman J.-Yves Bernier, representing the City of Hull.

A. E. K. Bunnell, M.E.I.C., Planning Consultant, Toronto.

Gordon Culham, M.S.A., M.C.S.L.A., M.T.P.I.C., Landscape Architect, Bolton, Ont

Charles David, F.R.A.I.C., Architect, Montreal, Que.

Major-General Howard Kennedy, M.C., C.B.E., M.E.I.C., F.E., Chairman of the Federal District Commission.

D. K. MacTavish, O.B.E., B.A., Q.C., Ottawa.

A. S. Mathers, F.R.A.I.C., Architect, Toronto.

Controller G. H. Nelms, representing the City of Ottawa.

Watson Sellar, C.M.G., Auditor General of Canada, Ottawa.

Honourable Robert Winters, B.A., M.Sc., LL.D., Minister of Public Works, Ottawa.

Consultants:

Jacques Gréber, S.A.D.G., S.C., S.F.U., M.E.I.C., (Hon.) F.R.A.I.C., Paris, France, Consultant-in-chief.

S. B. Wass, M.E.I.C., railway consultant, Ottawa.

Edouard Fiset, M.R.A.I.C., S.A.D.G.F., M.T.P.I.C., city planner, Quebec, Que.

Officers:

Alan K. Hay, M.E.I.C., General Manager.

Haldane R. Cram, M.E.I.C., Assistant General Manager.

J. Edouard Handy, B.Com., M.A., Secretary.

Edward I. Wood, C.S.L.A., Landscape Architect.

C. E. Cornish, M.E.I.C., Assistant Chief Engineer.

D. L. McDonald, B.L.Arch., M.T.P.I.C., C.S.L.A., Director of Planning.

Walter Bowker, Director of Information.

Marcel Couture, C.P.A., Chief Accountant.

E. S. Richards, B.Sc.F., Superintendent of Gatineau Park.

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FEDERAL DISTRICT COMMISSIONNATIONAL CAPITAL PLANNING COMMITTEE

(Consultants)

ChairmanGeneral Manager and Chief EngineerAssistant General ManagerPurchasing Branch

<u>Engineering Division</u>	<u>Secretarial Division</u>	<u>Landscape Architecture Division</u>	<u>Information Division</u>	<u>Gatineau Park Division</u>	<u>Planning Division</u>	<u>Accounts Division</u>
Construction	Correspondence and Filing	Park Maintenance	Publicity and Information	Maintenance and Operation	Studies and Planning	Accounts
Railway Project	Minutes	Landscape Architecture	Model Displays and Exhibits	Property Acquisition for Gatineau Park	Surveys	Estimates
Surveys	Signing Officer	Floral Displays			Property Acquisition and Administration	Financial Studies and Reports
Shops	Office Control					
Stores	Reports and Personnel Records					

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THE FEDERAL DISTRICT COMMISSION

Present Constitution, Powers and Responsibilities

The Commission is constituted under the Federal District Commission Act, 1926-27, C.55, S.1. (Consolidated R.S. 1952, Ch. 112)

It is composed of twenty members, eighteen of whom are appointed by the Governor in Council and one each by the cities of Ottawa and Hull. The chairman is named by the Governor in Council. All hold office during pleasure for a period not exceeding five years. The members appointed by the Governor in Council include one member appointed for each of the ten provinces of Canada who is ordinarily a resident of the province for which he is appointed. The members serve without remuneration but are reimbursed for expenses incurred by them in the execution of their duties.

The Commission meets bi-monthly in Ottawa.

The Commission is advised on the preparation and implementation of the National Capital Plan by a permanent honorary advisory committee known as the National Capital Planning Committee, established under FDC Bylaw No. 28, approved by Order-in-Council P.C. 1266, April 18, 1946. Appointments to the Committee are made by the Commission.

The Commission is empowered to:

1. purchase, acquire and hold real property within the National Capital District for the purpose of public parks or squares, streets, avenues, drives, thoroughfares, bridges or other structures;
2. do, perform and execute all necessary or proper acts or things for the purposes of preparing, building, improving, repairing, maintaining and protecting all or any of the works of or under the control of the Commission, and for preserving order thereon;

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3. co-operate with any local municipality in the improvement and beautifying of the same or the vicinity thereof by the development, maintenance or improvement of public parks, squares, streets, avenues, drives, thoroughfares, bridges or other structures in such municipality or in the vicinity thereof;
4. operate or grant concessions for the operation of places of refreshment, amusement or shelter, or for the encouragement of recreation, sports and games, upon any property under its administration or control;
5. subject to the approval of the Governor in Council sell any real property of the Commission not being a portion of any public park or square, street, avenue, drive or thoroughfare, that is not required for the purposes of the Commission; and
6. lease any real property of the Commission for any period during which it is not required for the purposes of the Commission;
7. co-ordinate construction and development work in the National Capital District in accordance with general plans approved from time to time under this Act;
8. bring or take actions, suits or other legal proceedings in any Court;
9. construct a railway and related facilities and acquire lands therefor; may sell or lease the said railway, facilities and lands to any

railway company or enter into agreements with railways for operation and use of such railway or facilities;

10. pay grants to the appropriate authorities in municipalities in which Gatineau Park is located for loss of taxes due to lands purchased in the Park.

The Act provides for the payment to the Commission of an annual grant of \$300,000 for a period not exceeding fifteen years from the first day of April, 1947.

The Commission administers the National Capital Fund established by Parliament in 1948 to assure the availability over a period of sufficient funds to initiate long-range planning projects.

No real property costing more than \$5,000 may be purchased or acquired except with the previous consent of the Governor in Council. No expenditures may be made by the Commission until its operating and capital budgets have been approved by the Governor in Council. The latter budget is required to be laid before Parliament.

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The Commission is required to submit to the President of the Privy Council each year a report on the work done and the funds received and expended.

All expenditures by the Commission are subject to the audit of the Auditor General of Canada in the same manner as other public moneys.

The Act vested in the Federal District Commission all the assets, rights, property, etc. belonging to its predecessor—The Ottawa Improvement Commission—as well as its debts, liabilities, etc.

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SECTION 2 (a)

THE OTTAWA IMPROVEMENT COMMISSION

History, Powers and Finances

Ottawa was selected by Queen Victoria in 1857 to be the permanent seat of the Legislature of the United Provinces of Upper and Lower Canada. The city became the National Capital of Canada under the terms of Confederation in 1867, but its status as a self-governing municipality incorporated under the laws of the Province of Ontario remained unchanged. The population at the time was about 28,000.

Under the provisions of the British North America Act, Crown property is exempt from ordinary municipal taxation, but in 1877 the Dominion Government began to pay the city for water supply for federal public buildings, and in 1883 and 1885 assumed the costs of maintenance of certain bridges, roads and sidewalks fronting on government property. In 1897 the city petitioned for better terms in lieu of tax payments. The government of the day felt that the appearance of the city at this time was not in keeping with its status as the National Capital, and recognized that the development of an adequate and beautiful capital was a national and not purely a local municipal responsibility. A federal agency was required to plan and carry out a long range improvement program, and for this purpose Parliament in 1899 established the Ottawa Improvement Commission.

The Commission was given the task of beautifying and improving the City of Ottawa and vicinity by the construction of parks, drives, thoroughfares, public squares, etc.
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The Act stipulated that the annual grant to the Commission, initially \$60,000 for ten years, to carry out its works would constitute full payment to the city for the provision of municipal services to the federal buildings, etc.

Four Commissioners comprised the membership, the Chairman and two others appointed by the Governor in Council, and the fourth by the City of Ottawa. All were to serve without remuneration.

Under its terms of reference, the Commission was empowered to:

(a) purchase, acquire and hold real property within such area or district as may from time to time be designated by the Governor in Council for the purpose of public parks or squares, streets, avenues, drives, thoroughfares or bridges;

(b) do, perform and execute all necessary or proper acts or things for the purposes of preparing, building, improving, repairing, maintaining and protecting all or any of the works of or under the control of the Commission, and for preserving order thereon;

(c) co-operate with any local municipality in the improvement and beautifying of the same or the vicinity thereof by the acquisition, maintenance and improvement of public parks, squares, streets, avenues, drives, thoroughfares or bridges in such municipality or in the vicinity thereof;

The Act provided also that:

15. The annual grant payable under this Act shall be in full payment, satisfaction and discharge of all claims and demands by or on the part of the Corporation on the Government of the Dominion of Canada (hereinafter referred to as "the Government"), in respect of water supplied (including charges for street sprinkling) by the Corporation for use in and on all buildings, lands and premises in the said city of Ottawa (including Major's Hill Park) now owned, rented, leased or occupied, or hereafter to be owned, rented, leased or occupied, by the Government, and also for use in and on Rideau Hall and Rideau Hall grounds and the Central Experimental Farm and the buildings thereon, and for use in and on all other buildings, lands and premises in the vicinity of the said city of Ottawa now or hereafter to be owned, rented, leased or occupied by the Government, and for fire protection by the Corporation to any of such buildings or premises, and all payments heretofore made by the Government to the Corporation for water supply, street sprinkling and fire protection shall be discontinued; and the said grant shall also be in full satisfaction and discharge of all other claims and demands on the Government by or on the part of the Corporation.

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16. Nothing herein shall in any way alter or change the agreement now existing between the Government and the Corporation with regard to the control and possession by the Government of the said Major's Hill Park, the abolition of tolls on and the free use by the public of the Union Bridge over the Ottawa River connecting the cities of Ottawa and Hull, and the maintenance and repair and keeping in repair by the Government of the following bridges and sidewalks in the said city of Ottawa, namely: the bridges over the Rideau Canal, known as the

Dufferin, Sappers', and Maria Street bridges; the bridges over the Chaudière slides; and the sidewalks on the east side of Elgin Street and on the south side of Maria Street in front of and along the side of Cartier Square; or shall in any way alter or change any of the provisions of such agreement except as in this Act provided.

17. So much of the said agreement referred to in the last preceding section as relates to the repair and maintenance and the keeping in repair by the Government of that portion of Wellington Street in the said city between Dufferin Bridge and Bank Street, and the repair and maintenance of good and sufficient sidewalks on both sides of the said portion of Wellington Street, is hereby cancelled, and the following substituted therefor, namely: That the Government shall repair and maintain good and sufficient sidewalks on the northern side of that portion of Wellington Street in the said city between Dufferin Bridge and Bank Street, and on so much of the southern side of the said portion of said street as is in front of property owned by the Government, and shall keep in repair the roadway of the said portion of Wellington Street between Dufferin Bridge and Bank Street, as it now exists, and should it be deemed desirable that an asphalt or other improved pavement be hereafter placed on the said roadway, such work shall be done by the Corporation in the same manner as similar works are done in other portions of the city, nothing herein contained to be construed as releasing property holders on the said portion of Wellington Street from any obligation imposed upon them by law as regards payment of any taxes or rates in respect of their property on the said street.

18. The Governor in Council shall not appoint any commissioner under this Act, and no payment shall be made hereunder, until all the provisions of this Act have been accepted and approved by by-law duly passed by the Corporation.

2. Such by-law shall provide that the Corporation shall at all times while such annual grant is paid as aforesaid furnish an adequate and sufficient supply of water for use in and on all buildings, lands and premises in the said city of Ottawa now owned, rented, leased, or occupied, or to be hereafter owned, rented, leased or occupied by the Government, and also for use in and on Rideau Hall and Rideau Hall grounds, and the Central Experimental Farm and buildings thereon, and for use in and on all other buildings, lands and premises in the vicinity of the said city now or hereafter to be owned, rented, leased or occupied by the Government, and shall also provide an efficient fire protection for any and all of such buildings and premises, and shall also provide for the sprinkling of the streets in front of such buildings, lands and premises, including the bridges in the said city maintained by the Government." (Page 10)

The membership of the Commission was increased from four to eight by an amendment to the Act May 15, 1902; and another amendment of August 13, 1903, extended the period over which the annual grant of \$60,000 was to be paid from ten years to twenty years from July 1, 1899. At the same time the Commission was empowered to borrow up to \$250,000 by the issue of debentures to enable it to carry out projects beyond the limitations imposed by the \$60,000 annual grant.

An amendment of May 4, 1910 increased the annual grant to the Commission to \$100,000 for a ten-year period from July 1, 1909; and on July 7, 1919 the amount was increased to \$150,000 annually for a ten-year period commencing July 1, 1919. At the same time the Act was consolidated.

The amendment to the Act of May 4, 1910 also authorized the Minister of Finance to pay the City of Ottawa \$15,000 annually for a period of ten years from July 1, 1909 for municipal fire protection service for the federal buildings. This was the beginning of the City of Ottawa Grant. In 1920, by a federal-municipal agreement, it was increased to \$75,000 annually for a five-year period from July 1, 1918, and water for government buildings and grounds was to be paid for at a fixed meter rate. The agreement also provided for the maintenance by the government of certain roadways, sidewalks and bridges; and subjected the government to local improvement rates in the same manner as other property owners.

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In 1925 the annual grant to the city was increased to \$100,000 for a five-year period; and in 1946 to \$300,000 annually. It remained at this rate until the Municipal Grants Act came into interim effect in 1949 and fully applied in 1950. Payments to the City of Ottawa under the Municipal Grants Act have been as follows: 1949, \$400,000; 1950, \$962,392; 1951, \$1,176,403; 1952, \$1,392,316; 1953, \$1,437,932; 1954, \$1,427,237; 1955, \$2,750,000 (approx.).

(NOTE: The grant for 1955 has not been finally determined owing to certain reservations made by the City of Ottawa, but it is not expected to be substantially different from the amount shown above.)

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SECTION 2(b)

FEDERAL DISTRICT COMMISSION

History 1927-1946

During the nineteen twenties, it became apparent that the activities of the Commission were too restricted in scope and the funds inadequate to accomplish the desired results.

In 1927, the Federal District Commission Act was passed, renaming the Ottawa Improvement Commission the Federal District Commission, and extending the area of its operations to Hull. The membership was increased from eight to ten, and one at least of the new Commissioners was to be a resident of Hull.

The annual grant was increased to \$250,000 for a period not exceeding fifteen years from April 1, 1927.

In 1928 a special grant of \$3,000,000 was given the Commission to permit the carrying out of capital works, and the annual grant was reduced to \$200,000.

In 1945 the government retained the services of the eminent French city planner, Jacques Gréber, to direct the preparation of a comprehensive, long-range master plan for the suitable development of the National Capital and its 900 square mile region. For that purpose Mr. Gréber was named consultant to the National Capital Planning Committee.

The Federal District Commission Act was amended in 1946, and on subsequent occasions to give the Commission the powers necessary to carry out its responsibilities. The membership was increased from ten to twenty to permit the appointment of a commissioner resident in each of the provinces, and the annual grant was increased to \$300,000. At the same time the Com-

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mission was given a special grant of \$3,000,000 to permit a start on large scale land acquisitions required with the advent of the National Capital Plan.

The present organization, powers and responsibilities of the Commission are presented in Section 1, page 4.

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SECTION 2 (c)

Works carried out by the Ottawa Improvement Commission and its successor, The Federal District Commission from 1899 to 1945

In 1903 Mr. F. G. Todd, an outstanding Canadian landscape architect, made a comprehensive plan for the Commission to follow in carrying out the responsibilities and duties with which it was charged. It was a park and parkway plan, but in the report accompanying his proposals Mr. Todd drew attention to the need for a city plan to guide the development of the Capital along desired lines and control the haphazard industrial and commercial development which already had destroyed much of the natural beauty of the Capital's site and marred the surroundings of the federal public buildings.

Mr. Todd's plan was largely followed in the development of the park and driveway system prior to 1945.

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Twenty-two miles of urban scenic drives were constructed. On the east the system begins with Lady Alexander Drive, which runs from the RCMP Barracks, and winds around the high banks of the Ottawa River through Rockcliffe Park to the entrance to Government House. Sussex Drive—a city street, and the Bytown Bridges provide the link to the next section, named Lady Grey Drive, which begins near Dalhousie Street and winds around the waterfront cliffs below the Royal Canadian Mint and the National Archives to St. Patrick Street. Mackenzie Avenue, another city street, provides the link with the next section, named Queen Elizabeth Drive, which runs southerly and westerly along the west bank of the Rideau Canal, past the Exhibition Grounds, and through a pleasant residential area, around Dow's Lake (once a swamp area with nearby lumber yard) and through the extensive grounds of Central Experimental Farm to Carling Avenue. The Driveway becomes Island Park Drive at this intersection and continues northerly, bordered by attractive residences, to the Champlain Bridges, built by the Commission in 1927, which extend the system to a junction with the Aylmer Road on the Quebec side of the Ottawa River. Another branch of the system, known as Echo Drive, extends along the east bank of the Rideau Canal from Hawthorne Avenue at the east end of Pretoria Bridge to Bronson Avenue. (In 1953 this section was extended southerly along the route of the old Canal Road, renamed Colonel By Drive, to Hog's Back, but rebuilding is not yet completed).

Up to 1945 the Commission also developed and maintained 900 acres of urban parks. Some of the parks, such as Rockcliffe, Strathcona, Dundonald, Bronson Park and McDonald Gardens are on lands leased from the City of Ottawa and developed and maintained at the expense of the Commission.

In 1937 the Commission was empowered to acquire land for the development of Gatineau Park, in the beautiful wooded hill and lake country of the Laurentians in Quebec, west of the Gatineau River and immediately north and west of

Hull. A start was made on land acquisitions in the Kingsmere area, but the work was interrupted by the outbreak of the Second World War, and not resumed until 1946.

Between 1937 and 1939 Confederation Square was developed as the site for the National War Memorial. The City of Ottawa shared in this project by widening and boulevarding Elgin Street south from Queen Street to Laurier Avenue at its own cost.

Expenditures by the Commission on these works, and their maintenance, between 1899 and 1945 totalled \$9,650,000.

* * *

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SECTION 2 (d)

Review of earlier plans for the development of the National Capital 1899-1945

The first Ottawa town plan may be considered to be that drawn up by Lieut-Col. John By of the Royal Engineers, builder of the Rideau Canal between 1826 and 1832, and founder of Bytown, which in 1950 became Ottawa. The plan laid out a street pattern and reserved certain areas, including what is now the site of the Parliament Buildings, for the use of the Crown.

The federal parks and driveway system developed by the Federal District Commission between 1899 and 1945 is based on a park and parkway plan prepared in 1903 by the Canadian landscape architect, F. E. Todd.

The need for a comprehensive city plan to guide the proper development of the Capital and its area became increasingly apparent in the early years of this century, and in 1913 the government of the day established a Federal Planning Commission under the chairmanship of the late Sir Herbert Holt to prepare a report and plan. The report was completed in 1915, but the outbreak of the First World War precluded any active consideration of it at the time. After the war it was realized that this plan no longer met changed urban needs, and no part of it was implemented. Among the major recommendations of this report were the following:

- a complete and comprehensive replanning of the railway lines;
- the acquisition by the government of 75,000 to 100,000 acres in the Laurentian Hills north and west of Ottawa for a National Park.

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In the preamble to their recommendations the members of the Holt Commission expressed the opinion that an indispensable requisite to the success of their plans was the creation of a Federal District with federal control of the area. They were not certain, however, that it was necessary or wise to adopt for Ottawa the same kind of federal control that applied to Washington, where municipal government was abolished and replaced by complete federal control in 1871.

In its approach to the problem and scope of its recommendations the Holt Report, for its day, compares very favourably with the present Master Plan, in the preparation of which it was most valuable.

An unofficial plan for the Capital was prepared in 1922 by the late Noulan Cauchon, Canadian city planner and consultant to the planning committee of Ottawa City Council. Minor recommendations were carried out at a municipal level, but the report, as a whole, did not receive official status.

In 1937 the government of the day retained the services of Jacques Gréber, the eminent French city planner, to replan the grounds of the federal public buildings and the central area of the city, with particular reference of the siting of the National War Memorial. The latter assignment was completed in the spring of 1939, although his plan was not followed insofar as traffic circulation was concerned. Further implementation of Mr. Gréber's report was halted by the outbreak of the Second World War.

In 1945 Mr. Gréber was invited by the government to return and continue his planning work, but with greatly enlarged terms of reference.

SECTION 3(a)

THE NATIONAL CAPITAL PLAN

Re-organization of the Federal District Commission, 1946

Following the Second World War the government decided to resume the re-planning of the Capital, but on a larger and more comprehensive scale. Jacques Gréber again was retained as consultant, and in association with Canadian planners, architects and engineers, began preparation of the new Master Plan in 1945.

The Federal District Commission, with its long experience in work of this character, was the logical organization to carry out the work, and in 1946 it was appointed the official federal agency for the implementation of the long range project.

The Commission's first step was the establishment in 1946 of a new, permanent honorary advisory body, known as the National Capital Planning Committee, and composed of eminent Canadians representative of the professions particularly interested in work of such a nature. Its membership includes representatives of the Royal Architectural Institute of Canada, the Engineering Institute of Canada and the Canadian Society of Landscape Architects. Other members represent the municipalities in the 900 square mile National Capital District, defined by Parliament in 1944. In addition, a number of prominent Canadians whose training, experience or position would enable them to contribute to a work of this nature, were appointed to the Committee. All the members serve without remuneration.

In 1948 Parliament established the National Capital Fund in order to assure the Commission of the availability of sufficient funds over a period for the initiation of long range planning projects.

The final report was completed in 1950. On May 22, 1951, the Prime Minister tabled in the House of Commons the "General Report on the Plan for the National Capital" by Jacques Gréber, together with the letter of transmittal from the National Capital Planning Committee to the Federal District Commission, in which the Committee endorsed the report as an imaginative approach to the potentialities of the future and a chart sound in concept for the guidance of the Commission in carrying out the development of the Capital.

SECTION 3(b)

THE MASTER PLAN

A Summary of its Nature and Purposes

In brief, the Master Plan is designed to guide the development of the Capital's urban area over the next half century. It is not an inflexible block-by-block detailed city plan, but rather a chart, or skeleton outline to guide

development along desired lines. Within its framework it is capable of adjustment to meet new requirements and changing conditions. Railway, highway and arterial roadway proposals are treated in detail, as are proposals for governmental development of parks, parkways, sites for departmental buildings and national institutions, etc. The report predicts and provides for an ultimate population of about half a million within a five-mile radius of Parliament Hill.

It would limit the population to the above figure (contained within an urban area of about 44,000 acres); and to achieve this, recommends surrounding the urban area with a controlled rural fringe, or greenbelt. The belt, two to four miles wide, is designed to mark the limit of extension of municipal services, and therefore, dense housing development within it should be prohibited. Excess population would reside in towns and villages beyond the greenbelt, but within easy commuting distance on the highway network. Surrounding the urban area, and designed to protect the attractive natural setting and other amenities is the 900-square-mile National Capital District.

The Ottawa-Hull area is treated as one physical, social and economic whole. Comprehensive zoning—a municipal responsibility—is strongly recommended to control industrial, commercial and residential development in the best interests of each, to preserve the amenities of the area, and to protect the large and growing national investment in public buildings, national institutions and parks and parkways.

As there is no single authority in control of planning and development, rural or urban, within the District, the importance of full federal-provincial-municipal co-operation in the implementation of the Master Plan will be appreciated.

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SECTION 3 (c)

The Progress of the Master Plan 1945-1955

A review of the first decade of the National Capital Plan shows notable progress in all phases of planning and construction. Most apparent, of course, is the physical development which has so greatly altered the appearance of nearly every section of the Capital. While the urban area has shared in the general residential, commercial and, to a limited extent, industrial expansion of the post-war years, the federal building program, because of its scale and nature, has caused the most noticeable changes in the local scene.

Less apparent, but equally important, has been the progress in detailed planning of long-range projects in the Master Plan. The preliminary stages of some of these long-range projects, such as the railway relocations, have been completed. Much of the land required for the successful implementation of the park and parkway proposals, the railway and industrial relocations and for future government building sites has been acquired. A comprehensive public information program was begun in the early years to inform residents of the area and the people of Canada as a whole of the nature and purposes of the plan, and its relationship to the role of the Capital in the national life.

While the fate of earlier plans for the development of the Capital might have given rise to quite justifiable doubts about the new Master Plan when it was first presented, the achievements of the first ten years are best evidence of the firm foundation upon which the undertaking now rests.

Apart from private construction, developments under the Master Plan fall into four categories:

1. Federal District Commission projects, such as the relocation of the railways, development of the park and parkway system and some bridges.

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2. Federal-provincial-municipal projects, mainly roads and bridges and municipal services, in which the Federal District Commission is the federal planning authority and financial agent under the terms of the National Capital Fund.

3. Federal building projects, for which the Department of Public Works, Crown companies or certain departments of government are responsible for construction.

4. Purely municipal works in planning and development, in which the Commission and its planning staff are available for technical assistance.

(i) Federal District Commission Projects

The railway installations in Ottawa, with the waterways, divide the Capital into nine separate parts, and Hull into four. For the best part of a century rail locations have seriously hampered natural and proper development and blighted large sections of the central section. There are over 150 level crossings and blocked streets in the urban area, and the effect on the movement of traffic has become seriously restrictive.

As with the Holt Report in 1915, the most important single project in the new Master Plan, and, in fact, the key to the whole undertaking, is the removal of practically all of the existing railways from the central parts of the urban area to the southern and eastern boundaries of Ottawa and the northern and western sections of Hull. An integral part of the project is the establishment of a railway terminal company for the Capital area to simplify railway operations and do away with the present duplication of lines.

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This solution to the railway problem also goes a long way to solving the increasing urban motor traffic problem, as the rights-of-way thus made available are to be used for arterial roads and parkways. This in turn will have the result of contributing to highly desirable urban development, as railway and much adjacent industrial property in the central area will become available for more suitable (and higher tax yielding) development.

The method for the execution of the railway project is straight exchange—the Commission constructing the new rail facilities and receiving the abandoned railway rights-of-way and other rail use property in return.

It might be advisable at this point that the railways are not being relocated for aesthetic reasons. The appearance of the Capital will, of course, be tremendously improved, but the reasons are entirely economic—simplified and less costly railway operations; urban re-development to improve the municipal tax structure; and greatly improved urban and inter-urban traffic arteries, without the need for many costly rail and road grade separations.

Nor should the Master Plan be in any way construed as a subtle attempt to beautify the Capital at the expense of its future economic development. The importance of industry in the municipal tax structure is recognized in the fact that the Plan provides ample space and facilities for all of Ottawa and Hull's future requirements for industrial expansion.

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The CNR main line crosstown tracks, with their attendant yard operations, bisect the Capital's areas from east to west, blighting the central residential areas through which they pass, and restricting north-south traffic movement. The relocation of this trackage was recommended in the Holt Report in 1915. In 1924 the City proposed to carry it out under an arrangement with the CNR, but the proposal was defeated in a municipal referendum. In 1950 it became the first railway project to be undertaken by the Commission. At the same time plans were made to use the abandoned right-of-way for a limited-access crosstown roadway—The Queensway—linking with Highway 17 east and west of Ottawa and constituting, in effect, a re-routing of this highway to bypass the congested central governmental and commercial heart of the Capital.

The first stage was construction of the replacement rail facilities along the southern boundary of Ottawa in accordance with an agreement with the CNR dated March 30, 1950. A connection was made between the CNR Renfrew and Beachburg subdivisions near South March; and five and a half miles of main line track, bypassing the central area, was constructed from just east of the Rideau River crossing to Hawthorne. Highway bridges over the new line were built on Highway 31 (Bank Street) and the Russell Road.

In November 1953 the CNR Montreal-Winnipeg through freight trains began bypassing the urban area to the south, instead of running through it on the old crosstown tracks.

The new Walkley yards, on the new rail belt east of Bank street, were designed with their ultimate use as terminal railway yards in view.

Construction was begun of nine miles of yard tracks, a yard office, freight car repair and auxiliary facilities; and in 1954 a Railway Signal Central Train Control System was installed to bring all CNR main line movements within the city under control from an office in the Union Station.

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In August, 1955, the CNR was able to transfer its freight marshalling and car repair and maintenance operations from the Bank street yards to the new Walkley yards. As a result, seventy-five per cent of the freight operations were removed from the crosstown tracks, leaving only facilities for gradually diminishing local freight requirements, and the right of way became available for the construction of the Queensway.

Expenditures by the Commisison on the first stage of the railway relocation, up to December 31, 1955, were approximately \$2,844,436.

The second stage of the railway relocations requires the establishment of the terminal company to operate all rail facilities south of the Ottawa River on behalf of both the CNR and the CPR. This will remove the need for duplicate rail lines within the area and so greatly expedite the whole railway relocation project.

Establishment of the terminal company will require a number of connections between the two railways and the extension of the Central Train Control System to include all CPR main line operations. This will make possible:

(a) Removal of the CPR tracks from the Interprovincial Bridge, permitting its exclusive use for motor traffic.

(b) Abandonment of the Sussex street branch of the CPR.

(c) Abandonment of the CPR main line along the Ottawa River west of Ottawa West Station at Nepean Bay, and the subsequent elimination of many dangerous level crossings in the west end of the Capital.

The CPR Ottawa-Prescott line, with its connection to Hull via the Prince of Wales Railway Bridge (originally scheduled for removal but, as the result of subsequent studies, now to remain) will require grade separations and other improvements. Under terminal operations it will be used by both railway companies.

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The present station facilities, built in 1911 when the population was half what it is today, are to be redesigned. The local freight sheds and yards will be removed to a site immediately east of Hurdman's Bridge, as recommended in the Master Plan, permitting greatly needed improvements to be made to the present congested and inconvenient passenger and express arrangements.

With these improvements the station will serve until the time, now well in the future, when a new Union Station is built as part of the Walkley Road rail development. This will be the last step in the railway relocations, and when it takes place, the population will have grown southerly to the point where the new site will be closer and more accessible to the bulk of the population than the present downtown Station. The cost of the second stage of the railway relocations is estimated at about \$10,000,000.

Park Developments

Improvements constantly are being made to the Commission's parks as a normal part of maintenance, and new areas are improved as they are acquired and brought under the maintenance program. An example of this is Jacques Cartier Park in Hull, which forms part of the land acquired by the Commission in recent years between the Interprovincial Bridge and the mouth of the Gatineau River.

Two major new parks, with all park facilities, are being developed by the Commission:

Hog's Back Park—the newest and largest urban park, situated on the Rideau River at Hog's Back Falls and Canal locks, is four miles south of Parliament Hill, and within the city limits. It adds about 170 acres to the 900 acres of the present federal urban parks system. The new park is designed to meet growing tourist requirements and the needs of the increasing urban population. It also provides a much needed, easily accessible park for large scale picnics, such as the annual governmental department picnics. Developments to date include a refreshment stand (a Commission concession) sanitary facilities, pleasant walks and overlooks, and parking facilities.

Gatineau Park—is separate from the urban parks system, but an integral part of the National Capital Plan. Its establishment in the Laurentian Hills north of the Capital was recommended in the Todd Report of 1903 and the Holt Report of 1915, but it was not until 1938 that the Commission was empowered to begin acquiring land for the purpose. To date about 50,000 acres of the planned park area of 75,000 acres has been acquired.

The Park is in the form of a wedge running north and west of Hull, with its apex on the Ottawa River. At its suburban approaches it actually forms part of the proposed green belt. Its main sections are the Kingsmere area, including the Mackenzie King Estate; the Valley of Three Lakes—Meach, Harrington and Philippe—and the western section comprising the Lac Lapêche area.

The park is a natural tourist attraction, and with its excellent ski trails and runs, a year-round outdoor recreation area. The objective is to develop its facilities for the use and enjoyment of the public, but without spoiling the

natural beauties of the area, much along the lines of the National Parks of Canada. The Commission has opened extensive bathing beaches at Lac Lapêche and Lac Philippe, and provided sports fields, hiking trails, camping and trailer sites, boat rentals for fishermen, some large scale picnic facilities, and, throughout the park area, a large number of small picnic sites, suitable for family groups.

Completion of the forty-five mile Gatineau Parkway will make the park much more accessible and greatly improve its value as a tourist attraction and recreation area.

Parkways

While a start has been made on additions to the twenty-two miles of scenic driveways constructed throughout the Capital over the past half century, the extensive program proposed in the Master Plan will not be realized for many years. Most of the necessary properties have been obtained, however, as the result of a vigorous land-acquisition program begun in the early years before extensive suburban development greatly increased land values. Today it would be almost financially impossible to acquire these properties for park and parkway purposes.

The approximately forty miles of new parkways will restore much of the beauty of the Ottawa and Rideau River waterfronts and add about 4,000 acres of open space to the Capital's urban area. The future parkway program includes:

Eastern-Western Parkway—running in a twenty-mile arc around the urban area from Britannia (connecting with a proposed bridge over the Ottawa River to Deschenes) on the west, to a junction with the Lady Alexander section of the existing Rockcliffe Park Driveway on the east. The Western section will include a link with the existing Driveway system in the Experimental Farm.

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Ottawa River Parkway—a six-mile parkway from Nepean Bay to Britannia (where it will link with the Western Parkway and a proposed bridge to Deschenes, Quebec).

Rideau River Parkway—a ten-mile parkway along the east bank of the Rideau between Rideau Falls and Hog's Back Park.

The future waterfront parkways will be developed in two stages, the areas being first rehabilitated and landscaped in order to make them available to the public as waterfront parks, with parkway construction following as funds are made available.

In the Hull area, the future parkway program includes:

The Hull South Parkway—from Deschenes northeast to a junction with Fairy Lake Parkway in West Hull, with a branch along the Ottawa River waterfront linking with the Hull end of the Champlain Bridges.

Parkway construction since 1945 includes:

Rockcliffe Driveway revision—a three-quarter mile long direct and safer route between the Ottawa-New Edinburgh Canoe Club and the RCMP Barracks. This is open to traffic, but not yet completed. Cost to December 31, 1955 was \$77,000.

Fairy Lake Parkway—a two-mile parkway in Western Hull from Blvd. St. Joseph at Blvd. Taché northerly to Blvd. Gamelin. Eventually it will be extended northerly and easterly around the City of Hull to the Gatineau River,

then run southerly to Jacques Cartier Park on Hull's Ottawa River waterfront. The City of Hull shared in this project by providing land for the right of way at \$100,000.

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Gatineau Parkway—a forty-mile scenic drive from a connection with the Aylmer Road northerly to the Kingsmere area and thence in the form of a loop through the Commission's Gatineau Park. Construction was begun in 1953 of a two-mile section from the Aylmer Road at Val Tetreau northerly to Blvd. Gamelin, and this was opened to traffic the following year. Pending the acquisition of lands for the required right of way between Blvd. Gamelin and the Kingsmere-Old Chelsea Area, it was decided to build what eventually will be a link road joining the two halves of the future main parkway loop. This a five-mile parkway between Dunlop's on the Meach Lake Road (The Ottawa Ski Club's Fortune Lodge area) and the thousand-foot high escarpment of the Laurentians overlooking the Ottawa Valley, has been named Fortune Lake Parkway, and will be opened to traffic late this summer. Along its route it will have four overlooks, offering beautiful panoramic views, with total parking space for 580 cars; and four completely equipped picnic spots.

The Commission has not been successful in acquiring the necessary land for the right of way for the easterly branch of the parkway loop from the Kingsmere-Old Chelsea area around the east side of Meach Lake to Lac Philippe. The owners either refuse to sell or are asking prohibitive prices.

The Commission had planned to start construction of this section in 1956, but under the circumstances, decided to postpone the work. Instead construction will be started on the westerly leg of the parkway, which will run along the escarpment overlooking the Ottawa Valley to Lac Philippe in order to provide a short and scenic access route from the Capital to this extensively used outdoor recreation area.

Other Commission Projects under the National Capital Fund, 1945 to 1955

Hull Approach to Chaudiere Bridges—For many years the narrow and congested Hull approach to the Chaudiere Bridge between the north end of the Union Bridge and Eddy Street seriously hampered the flow of traffic on this important and heavily used approach to the Capital. Improvements carried out by the Commission included removal of the street car tracks, construction of a steel trestle bridge to provide separate north and south traffic lanes between the Union Bridge and the E. B. Eddy Company, and widening of the remainder of the roadway from 24 to 46 feet. New pavement was laid and lights, signs, catch basins and other facilities were installed.

The Department of Public Works, which owns the land on which the improvements were made, carried out necessary repairs to the foundations of structures that carry sections of the roadway over water channels.

The new roadway was opened to traffic in November 1955, and it has since been observed that traffic congestion at the crossing has been virtually eliminated.

Estimated cost of the project was \$500,000, of which \$408,000 had been expended to December 31, 1955. The onset of winter prevented completion of some final details of the work, and these will be finished in 1956.

Removal of Street car tracks, etc. from Wellington Street—A proposal in the Master Plan to substitute motor buses for street cars on Wellington Street to improve and give dignity to this important street on which are located the

Parliament Buildings, the Supreme Court, and other monumental government buildings, has been carried out by the Commission. The street car tracks and overhead trolley wires have been removed and motor buses now provide public transportation over the route.

The estimated cost to the Commission of this work was \$307,000 of which \$290,000 was expended up to December 31, 1955.

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Progress of the Master Plan 1945-1955

(ii) Joint Projects

Since it was founded in 1899 the Federal District Commission has worked in co-operation with the City of Ottawa. Some of the Commission's parks actually are city property, leased for nominal sums and constructed and maintained by the Commission. The development of Confederation Square in 1939 as the site for the National War Memorial was a federal-municipal project, the Commission and the Department of Public Works expending approximately three million dollars to clear and develop the central area for the Memorial, and the City, for its part, widening and boulevarding Elgin Street south to Laurier Avenue at a cost of one million dollars.

These 1899 to 1945 joint projects were carried out in recognition of the fact that improvements to the Capital are, in part, a national responsibility.

After the Second World War it was appreciated that the National Capital Plan, then being prepared, was designed to meet municipal planning and development needs, as well as federal requirements, and that, if the Master Plan was to be successfully implemented, in its major aspects it would have to be considered as a comprehensive and large scale federal and municipal cooperative undertaking.

At the same time it was realized that the plan could not succeed if it required Ottawa, Hull and the other municipalities in the National Capital District, to carry out, or participate in projects beyond their requirements or resources as ordinary municipalities.

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The terms of reference of the National Capital Fund therefore authorized its use by the Commission to assist in projects of a nature beyond ordinary municipal improvements.

The terms further specified that this financial assistance was conditioned upon the effective cooperation of Ottawa and the other municipalities in the implementation of the Master Plan.

In this connection it should be noted that the City of Ottawa did not then have, and has not now, a comprehensive official plan for the expanding city; and that although the City Council has endorsed the Master Plan in principle, Ottawa has not adopted the National Capital Plan as its Master Plan. Ottawa is, however, the "designated municipality" in the Ottawa Planning Area Board, established in 1947 under the authority of the Ontario Planning Act. The other seven member municipalities are the Village of Rockcliffe Park, the Town of Eastview, and the Townships of Nepean, Gloucester, March, Torbolton and Fitzroy, all in Carleton County. The Commission is represented on this Board, as well as on its technical advisory committee.

Joint projects under the National Capital Fund may be initiated either by the Federal District Commission or by one of the municipalities in the National Capital District. They may therefore result in a federal contribution

to a municipal project, (in which case detailed plans must be approved by the Commission) or a municipal contribution to a federal project.

The amount of the contribution in either case is considered on the basis of "degree of interest" of the other party. There is no set rule or financial formula: each project is negotiated separately.

In the case of a federal contribution of money, land, or ancillary development or construction to a municipal project, the federal "degree of interest" in reality reflects the degree to which the project furthers the implementation of the Master Plan, and the extent to which its timing, nature and scale are beyond ordinary municipal needs.

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The importance of comprehensive and up-to-date zoning bylaws in the municipalities within the National Capital District will be understood. To encourage zoning, the Commission has offered to provide staff or funds to any municipality within the district for the preparation of zoning plans, and has set aside the sum of \$25,000 for the purpose. The municipalities of Hull West and Templeton East have requested and received this assistance; and prior to the Commission's offer of assistance, zoning plans for the City of Hull, the Town of Aylmer and the municipality of Hull South had been initiated with Commission technical assistance.

Between 1945 and 1955, the following joint projects have been carried out or initiated under the Master Plan:

(a) *Federal District Commission Joint Projects with Ottawa and Hull*

- (i) *The Mackenzie King Bridge*: This crossing, built by the Commission over the Rideau Canal and the railway installations in Confederation Park, actually was the second project scheduled in the 1937-1939 report of Jacques Gréber, but the outbreak of the Second World War prevented its implementation. A crossing in the area also was recommended in the Holt Report in 1915. The bridge was given first priority in the postwar Master Plan, and became the first completed project in the National Capital Plan. It was opened to traffic in 1951. The bridge was designed to relieve traffic congestion in Confederation Square by opening up a new east-west artery through the centre of the Capital, connecting with Stewart and Wilbrod Streets on the east, and Slater and Albert Streets on the west. A primary reason for its construction was to enable heavy commercial traffic to bypass the National War Memorial and the Parliament Buildings on Wellington Street, as recommended in the Report on the Master Plan, but this has not been fully achieved as truck traffic on Wellington Street is still unrestricted.

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The cost of the bridge was approximately \$1,864,000, of which the City of Ottawa contributed \$264,000, or approximately 14 percent.

- (ii) *Fairy Lake Parkway*: This new parkway in West Hull has been described under Commission Parkway Construction, page 30. It is considered a joint project with the City of Hull because that municipality contributed land for construction valued at \$100,000.

(b) *City of Ottawa—Federal District Commission Joint Projects*

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- (i) *Sussex Drive and Bytown Bridges*: This City of Ottawa project was recommended in the Master Plan because the street provides a direct and impressive route between Government House and Parliament Hill. A number of federal public buildings and national institutions are located along it, and it furnishes a connecting link in the Commission's Driveway system between Lady Grey Drive and Rockcliffe Park. The project required two new bridges over the Rideau River at Green Island; and the improvement of Sussex Street from George Street to Princess Avenue (adjacent to Government House) by the removal of street car tracks, trolley wires, poles and most of the overhead transmission lines; and new pavement, sidewalks and curbs, street lighting and landscaping. The street was widened and dual-laned between Boteler Street and the new bridges.

The estimated total cost was \$1,520,000, of which the Commission agreed to pay a sum not exceeding \$1,010,000, or about 66 percent. Up to December 31, 1955, the Commission has paid approximately \$745,000.

- (ii) *The Dunbar Bridge*: This bridge constructed by the City of Ottawa represents a project in the Master Plan for the extension of Bronson Avenue southerly over the Rideau River to provide a much needed new north-south traffic artery, and a direct route to Rideau Heights, a new large government building site where new buildings for the Department of Public Works and the Post Office Department shortly are to be constructed. It also provides an additional route to the Ottawa Airport. The bridge was opened to traffic in 1955. The estimated cost of the bridge and approaches was \$1,000,000, of which the Commission agreed to contribute one sixth, or approximately \$170,000, or 16.7 percent.

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- (iii) *The Queensway limited access roadway*: This is a federal-provincial-municipal project and represents the first conversion of railway right of way to roadway under the Master Plan. It is made possible by the construction by the Commission of new rail facilities along the Walkley Road at the City's southern boundary and the subsequent relocation of the CNR crosstown tracks and yard operations. The Queensway will, in effect, constitute a rerouting of Highway 17 away from the congested governmental and commercial heart of the Capital on 19 mile limited access road across the City, and it fringes from east to west, using the abandoned CNR crosstown tracks right of way for most of its length. The junctions with present Highway 17 will be in the vicinity of Green's Creek on the east, and South March on the west. It will cross the Rideau River at Hurdman's on a new bridge constructed by the City and already opened to traffic. The Queensway is now in the planning stage, and construction is expected to take about four years.

The Federal District Commission's contribution to the project to date is the former CNR right of way, which the Commission widened by land acquisitions costing about \$2,225,000 in

order to provide a roadway allowance with a minimum width of 180 feet.

- (iv) *Carling Avenue widening*: A municipal project, to which the government is contributing land, owned by several government departments, and totalling in value about \$400,000.

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- (v) *"Advance of Need" municipal sewer and waterworks projects*: These came about when in 1950 the City of Ottawa annexed 21,000 acres, comprising the urban parts of the neighbouring townships of Nepean and Gloucester, to achieve unified control of municipal services throughout the greater Ottawa area. Without such unification it would have been difficult, if not impossible, to co-ordinate and finance the extension of services needed for the future development of the urban area according to the Master Plan.

An engineering report (Gore & Storrie), prepared at the joint expense of the Commission and the municipalities, provided a plan for the re-development and extension of water supply and sewer services over a period of years. The plan includes a sewage disposal plant for the Capital. The estimated cost of the program in 1949 was about \$23,000,000.

An early start on major sewer and water projects recommended in the Gore and Storrie Report, was necessary in order to provide services to new federal departmental buildings, which were being erected in various outlying areas of Ottawa in conformity with the decentralization policy of the Master Plan. At the time, residential construction in these areas had not yet reached a degree of density as to require services on such a large scale.

To permit starts to be made on these projects the Commission agreed to financially assist the City by paying the interest on the debentures until the time at which it was estimated future residential growth would result in the projects being undertaken by the City as a normal procedure.

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The Commission was authorized to use the National Capital Fund for the purpose, and after estimating the period of advance of ordinary municipal need in each case (utilizing forecasts of the rate of urban growth in the Report on the Master Plan) entered into agreements with the City to assist in eight projects. The advance of need periods range from two to twelve years, and the total amount to be paid out of the National Capital Fund is estimated at \$2,796,857.

It should be stated at this point that current studies and surveys by the Commission's Planning Division reveal that the rate of growth of the urban area forecast by Mr. Gréber in his report has, over the past ten years, greatly exceeded expectations. It is felt that the periods of advance of need could have been shorter in some cases, but there was no way of knowing this at the time.

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PROJECTS STARTED IN 1951

SEWERS	Estimated cost	Actual cost	Payment period years	Rate	Total federal grant
	\$	\$		%	\$
West Nepean Collector.....	2,500,000	2,447,496	12	3.7	1,086,688
Rideau River Collector.....	940,000	934,041	12	{3.7}	429,188
				4.1	
South Nepean Collector.....	130,000	129,042	12	{4.1}	64,088
				4.2	
Sewage Disposal Site.....	200,000	54,949	12	4.1	27,035
		(to date 145,051 on completion)	12	4.1	71,365
					(commitment)
WATER MAINS					
Carlington Hts. Reservoir and Feeder	2,280,000	2,300,385	8	{3.7}	681,362
				4.1	
Alta Vista Storage Tank.....	250,000	243,598	10	3.7	90,131
	6,300,000	6,109,511			2,449,857

PROJECT STARTED IN 1955

SEWER					
Rideau River Extension Collector Sewer.....	525,000	—	7	4.0 (Est.)	147,000

PROJECT AGREED UPON, BUT CONSTRUCTION NOT YET STARTED
BY CITY

WATER MAIN

Large Cross City Feeder Water Main.	2,806,000	—	2	4.0	200,000
					2,796,857

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Progress of the Master Plan 1945-1955

(iii) The Federal Building Program

Federal building construction in the Capital, like elsewhere, is carried out by the Department of Public Works, or by Crown companies or agencies for their own use. The Commission's responsibilities, as stated in the Federal District Commission Act, are limited, in general, to location, site planning, and approval of architects' plans for the buildings' exteriors.

The war effort, the tremendous industrial and commercial development of Canada as a nation, and the expansion in federal government activities, greatly affected Ottawa both as a city and as a seat of government. The large increase in population and extensive residential development of the past decade resulted in the integration into a metropolitan area of the former urban cores of Ottawa and Hull with their loosely connected suburbs. At the same time, the Capital's development towards a more cosmopolitan community is reflected in the fact that in 1939 representation from abroad consisted of three High Commissioners' offices and five legations; today there are thirty embassies, nine legations and six High Commissioners' offices.

Wartime accommodation needs were met by an extensive building rental program and by the erection in parks and other available space of temporary wooden office buildings.

Despite the large federal building program over the past decade the need for new office accommodation is still far from being met. Urgent need, or expediency, however, has not been permitted to lower standards of what

is considered desirable in the National Capital, or to overrule the Master Plan.

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Where possible, the policy has been to decentralize the new departmental buildings while at the same time complete the desired development of the central area and Wellington Street. Decentralization was recommended as a means of avoiding increased downtown congestion and of permitting civil servants to live in residential areas near their offices, as well as for obvious civil defence reasons. As a result large building sites have been acquired or designated in all parts of the capital area, and space is now available to meet federal building needs for the foreseeable future. The Federal District Commission, as required by law, has approved, and in some cases co-ordinated, development of a dozen major site plans, and approved architects' plans for about 150 federally-constructed buildings. Some of the projects, such as head office of Central Mortgage and Housing Corporation in the east end, have been completed. Farther east on the Montreal Road there has been extensive construction by the National Research Council. In Hull the new Government Printing Bureau is now being occupied. In the west end of Ottawa progress continues on the development of the Tunney's Pasture site. Buildings constructed here to date have been for a new Bureau of Statistics, Department of Public Works testing laboratories, a records building, laboratories for the Department of National Health and Welfare, and for Atomic Energy of Canada. More are projected. The Department of Mines and Technical Surveys plans extensive development adjacent to the present Bureau of Mines on Booth street, with a Geological Survey building and chemical laboratory to be constructed immediately. Other buildings for Surveys and Mapping branches will complete the development of this site.

A large tri-service hospital is to be located on Department of Veterans Affairs property in the rapidly expanding area of the city south of the Rideau River. The Department of Public Works and the Post Office Department, both now in the central area, will move to Rideau Heights, a large site on the Bowesville Road in the southern section of the city. Much of the Carling avenue frontage of the Dominion Experimental Farm is coming into use as building sites for the Department of Agriculture.

RCAF operational flying is now centered at Ottawa Airport, and the Commission has co-ordinated development plans here for the Department of National Defence, the Department of Transport and the National Aeronautical Establishment. A new terminal building adequate for an international airport (Ottawa now is a trans-Atlantic alternative for Dorval) is being designed.

West of the City at Shirley's Bay is the Defence Research Board establishment, already developed and capable of further expansion.

Among the last of the large government departments yet to move under the decentralization policy is the Department of National Defence. Several sites are now being considered for this department, including one on the Baseline Road near Pinecrest Cemetery at the south-western boundary of the City, which has been acquired by the Department of Public Works for a future government building site, as recommended in the Master Plan.

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When the Defence Department's new headquarters are finally constructed, the temporary wartime buildings it now occupies in Cartier Square at the southern edge of Confederation Park will be torn down and the site will be used for a National Art Gallery. Because of the urgent need for new accommodation for the National Gallery (now housed in the east wing of the

National Museum, where a fire hazard exists and there is room to hang only a quarter of the national art collection) a building which can be used as a temporary gallery and afterwards for government offices, is to be erected on the site of the Laurentian Building on Elgin Street, at the western access to the Mackenzie King Bridge.

Of other new developments in the central area, Wellington street is the most important. The east building of the Veterans' Memorial group is now completed and occupied and the west building to be occupied by the Department of Trade and Commerce, is under construction. Old buildings west of the latter to the junction of Sparks and Wellington streets will be demolished, and the block-long triangle will become a park. Across the street on the north side, overlooking the Ottawa River, is the site for the new National Library building, the design of which has been approved and an early start is expected. No. 1 Temporary Building, one of three west of the Supreme Court, is to be demolished to make room for the library. It will be the first of the temporary wartime wooden office buildings to go.

The postwar federal building construction program in the area up to the end of 1955, excluding Federal District Commission and incidental government works, represents an increase of about \$73,000,000 in the national investment in the Capital. Its impact upon the economic and physical development of the area has been very great, and added to it are the effects of non-government construction and development.

As the National Capital Plan enters its second decade, the importance will be recognized of close co-operation and harmonious working relationship between the many different authorities in the National Capital District in the effective and economic furtherance of the work.

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(iv) Municipal Projects

While this brief submitted by the Federal District Commission is not the proper place to discuss affairs of a purely municipal nature, the preparation of the Master Plan for the National Capital District necessitated a thorough study of the basic factors affecting the social and economic well being of the inhabitants of the region. The Commission, therefore, is not unaware of the problems of Ottawa, Hull and other municipalities in the District. The local urban municipalities, and the adjoining rural municipalities into which the urban populations still overflow, like most Canadian communities in the post-war years, have had their hands full meeting the demands for very costly services, schools and roads for new residential areas, rapidly developing under the pressures of increasing populations.

Ottawa's largest single municipal project is the extension of the sewage and waterworks system to service the 21,000 acres annexed in 1950. Although "advance of need" projects in this program are being assisted by the Commission, most of the estimated cost in 1949 of \$23,000,000 falls upon the City.

An Ottawa Planning Area Board was established in 1947. An area of subdivision control, largely conforming to Ottawa's expanded municipal boundary, controls subdivision of land within its limits. Attempts to establish the greenbelt around the urban areas proposed in the Master Plan, so far have failed. This important problem is dealt with separately in Section 5(a), page 68.

Nor is it a function of this brief to deal with housing, but the work of Central Mortgage and Housing Corporation in the National Capital area represents a form of federal activity and is worthy of note.

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The Corporation's direct account house-building program has been extensive. It includes a veterans development of 275 houses in Hull; another of 423 houses in the Merivale Road-Carling Avenue area of Ottawa; the Strathcona Heights Apartment development of 418 units for veterans at Mann Avenue, Ottawa; 214 detached houses for members of RCAF stationed at Uplands Airport; and another 500 houses for RCAF personnel at Rockcliffe Airport.

Federal assistance has also been provided under Section 36 of the National Housing Act for development of serviced lots and house building in the Hurdman's Bridge area along the Riedau River. Here a federal-provincial land assembly project known as Riverview Park is providing 634 serviced lots with municipal cooperation.

An excellent example of a large-scale combined single and multiple dwelling project carried out by a single private firm with assistance under the National Housing Act is Manor Park in Ottawa's east end.

The problems of urban redevelopment, common to practically all Canadian municipalities, is one yet to be dealt with in the Capital and its area.

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National Capital Plan Information and Publicity

It was early appreciated that a comprehensive program of public information, designed to acquaint residents of the Capital area and the country as a whole about the National Capital Plan and the role of the Capital in the national life, was necessary if the Plan was to have the public understanding and support essential to its successful implementation. It was also realized that many of the problems involved in the planning of the Capital were problems common to most Canadian municipalities in the post-war period, and that the solutions found here would be of interest to communities in all parts of Canada.

In 1947 the National Capital Planning Committee established an information sub-committee charged with this responsibility. A director of information was employed, and the sub-committee planned and initiated an information program which included two films, an illustrated booklet, and a large travelling exhibit.

The films, one in color for theatrical distribution, and the other black and white for non-theatrical distribution, were produced and distributed in English and French, by the National Film Board in 1949. The former has subsequently been shown in 499 theatres, and the latter, according to NFB records, to 3,510 audiences totalling 273,800 persons. Both films have been shown extensively in Canada and abroad through other channels.

An illustrated booklet was prepared in French and English, and a large exhibition of models, maps, plans and photo murals was sent on a national tour. It was shown in 13 cities before, but with the outbreak of the Korean War, funds ceased to be available for the purpose. Illustrated lectures were substituted. To date some 200 have been given to a wide variety of audiences in nine of the ten provinces, mainly to Canadian Clubs, university and school groups, service clubs, etc. Extensive publicity also has been carried in the press, magazines, radio, and latterly, television.

Funds have not been available for new publications, but the Commission staff, in cooperation with the Army Survey Establishment, has produced an information map of the Capital and its environs, which has had extensive sale,

and is currently being revised and reprinted. The Information Office, in addition to still color and black and white photographs for lecture and publicity purposes, also is making a 16 mm color film for record and lecture purposes. The scale models have been completely rebuilt, and are displayed periodically, but the remainder of the exhibit has been in storage for the past five years. Space has now become available in the Daly Building, and it is hoped to have the models and plans on public display there by early summer.

The Information Office is now a division of the Commission, and approval has been given for the employment of an assistant (bilingual) for the director.

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SECTION 3 (e)

Revisions to the Master Plan

The National Capital Plan is not an inflexible or rigid program, but rather a long range chart, flexible within its framework and capable of adjustment to meet changing needs and altering circumstances in the development of the Capital and its area.

The National Capital Planning Committee, meeting in December 1955, recognized that the General Report on the Plan of 1950 by Mr. Gréber, was the blueprint for the development of the Capital, but recommended for approval by the Commission the incorporation of certain revisions necessitated by changes in important elements of the Master Plan, changes which in turn affect other projects. The revisions were studied in consultation with Mr. Gréber, and are concurred in by him.

In addition, recent studies by the Commission's Planning Division show that the rate of growth of all the complex phases of the Capital's metropolitan area has been much greater than was expected on the basis of studies and surveys made in 1947. This growth is forcing the development of most phases of the Master Plan in advance of the schedule originally contemplated. The rate of growth of the metropolitan area between 1945 and 1955 is indicated as follows:

	1945	1955	Percentage of increase
Population-Metropolitan area ...	244,327	329,374	35%
Lands built on, or committed for building (including federal holdings	13,751 acres	33,736 acres	145%
Federal holdings	4,177 acres	14,467 acres	246%
Building permits issued			
Ottawa and Hull	\$ 3,670,496	\$ 65,741,880	1,691%
Gross Assessments Ottawa and Hull	\$172,515,136	\$400,931,861	132%
Motor Vehicle registrations, Ottawa and Hull (all vehicles	23,576	80,873	243%

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In addition to the effects of the growth revealed in the above table, advances in technical, engineering and planning techniques, based on recent research and on experience, have influenced the redesigning of certain projects in the Master Plan.

Revisions made to the Master Plan are as follows:

(a) *Railways*

The relocation of the railway facilities was and still is the most important recommendation in the Master Plan. Originally, the plan envisaged the removal of all railway facilities in Ottawa to the southern and eastern boundaries of the city, and the construction of a new connection to the Province of Quebec over the Ottawa River at Duck Island. After new studies and discussions with the railway companies, it has been determined that the Duck Island crossing would result in uneconomic rail operations and is therefore completely unsatisfactory to both the C.P.R. and the C.N.R. Thus, the present connection to Hull by the Prince of Wales Bridge (C.P.R.) just west of the Chaudiere Falls, and the tracks leading to this bridge, the C.P.R. Ottawa-Prescott lines, which parallel Preston Street on the west side, will have to be retained.

The new station in south Ottawa to replace the Union Station will not be constructed in the foreseeable future, and as a result it became necessary to design all other elements of the Master Plan in such a manner that they will function satisfactorily with both the interim and ultimate railway schemes. As the existing station will be retained for many years, the solution of projects requiring immediate attention has become exceedingly complex, especially in the Pretoria Bridge, Hurdman's Bridge and Union Station triangle.

Most of the major modifications to the Master Plan resulted from these changes in the original railway proposals.

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(b) *Highways, Streets and Bridges*

On the Master Plan Mr. Gréber recommended that the main southern entrance for the Capital should enter the metropolitan area near Uplands Airport, and that this route should connect to the Quebec shore by a new bridge at Lemieux Island. Between these two points, the route was to have occupied the right of way of the CPR Ottawa-Prescott line. As a result of the modifications to the railway scheme, this CPR right of way will not be abandoned, and hence will not be available for roadway use.

Accordingly, another route to serve the same purpose is proposed. For most of its length it can be constructed as a limited access highway. This proposed route will connect with Highway 31 southeast of Uplands Airport and will be carried northerly beside the CPR tracks, through the new Public Works building area south of the Rideau River, across the George Dunbar Bridge and along Bronson Avenue to a connection with the Queensway. Traffic will then use the Queensway from Bronson Avenue westerly to a point near Bayswater Avenue, where the route will then move northerly, parallel to Bayswater, to the Ottawa River, and cross to Hull via a new bridge at Lemieux Island. It will intersect Blvd. Taché in the vicinity of Blvd. St. Joseph, almost in the heart of the City of Hull. Except where this proposed route passes through the section of Ottawa lying between Wellington Street and Scott Street it is not likely to cause severe engineering problems or be particularly costly.

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The Prescott Highway, Highway 16, is also being studied with a view to relocation in order that the winding section along the Rideau River between Manotick and Ottawa can be bypassed. It is considered that the new road should be a limited access highway, running northerly from Manotick to enter the city at a location which can be conveniently connected with the Pinecrest Road-Queensway interchange. Its future extension northerly is proposed to

provide a connection with the new bridge recommended in the Master Plan, between Britannia and Deschenes.

In order to accommodate the local traffic which is presently using the Prescott Highway, it is proposed that Fisher Avenue be developed as the main artery connecting with the existing highway at the city limits. This will provide a direct route to Carling Avenue and will relieve the present crowded and dangerous conditions on the Prescott Highway from the city limits inwards.

Mr. Gréber recommended that a monumental eastern entrance to the National Capital be developed on the west side of the Rideau River at Hurdman's Bridge. This proposal envisaged many large buildings flanking an impressive Mall. To carry out this scheme, it would be necessary for the Russell Road and Queensway traffic to merge at this point.

With the tremendous growth of traffic and the vast railway developments proposed in this area, the original Eastern Entrance scheme is considered no longer feasible. Many alternatives have been studied. It is now proposed that the Russell Road traffic be diverted along the Smyth Road, crossing the Rideau River at a new bridge (near the DVA Health Centre and the site of the proposed new tri-services hospital) and connecting on the west side of the river with the south end of Main Street. Traffic on this proposed new route would cross the Rideau Canal at a new bridge at Fifth Avenue, and from this point move to the heart of the city, via Elgin Street.

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In view of this proposed new Smyth Road traffic route, consideration has been given to the improving of the Federal District Commission Driveway from the bridgehead of the proposed Canal bridge at Fifth Avenue northerly to Pretoria Avenue, and the improvement of Elgin Street from Pretoria and the Queensway crossing northerly towards the city center by completing the widening of Elgin between Lisgar Street and Pretoria. It was widened from Laurier Avenue northerly to Confederation Square in 1939.

This proposed widening would greatly improve traffic movement on Elgin Street, and enhance the appearance of the Capital by providing an acceptable substitute for the impressive boulevard approach to the city center which had been proposed for the east bank of the Rideau Canal, but cannot be built in the foreseeable future because it is dependent on the removal of the Union Station to south Ottawa.

Bridges have been proposed over the Rideau River and Canal at Somerset Street to provide another traffic artery to the center of the city on the east.

Further relief of the traffic congestion on the Ottawa River crossings between the Capital and Hull must be achieved. To this end, the location and requirements for new bridges are being thoroughly studied with a view to determining order of priorities.

(c) *Parkways and Parks*

Certain of the parks and parkways recommended by Mr. Gréber are now being developed. It was planned, and the lands have already been acquired, to develop the banks of the Rideau and Ottawa Rivers. As well, it was proposed that a parkway ring be developed around the urban core. The route was selected to divide the ultimate built-up area roughly in half. This project is known as the Eastern and Western Parkway System. It will link into other parkways at both its western terminus at Britannia, and its eastern end at Rockcliffe Airport.

Substantial changes to the Master Plan with respect to the parkway locations have been made in the Province of Quebec in order to develop a

similar ring parkway system. The Hull South Parkway is part of this system and will connect with the Western Parkway in Ottawa by means of a new bridge between Deschenes and Britannia. One section of this parkway will follow the north bank of the Ottawa River from Deschenes to the Champlain Bridges, and another will swing northerly to circle the City of Hull, terminating at the Gatineau River. The Fairy Lake Parkway, which has already been completed, will join the Hull South Parkway near Fairy Lake.

The 1950 Report on the Master Plan recommended that a park should be developed along both banks of Green's Creek east of Ottawa to serve the eastern section of the metropolitan area. Another park was recommended along Black Rapids Creek to serve the southwestern area. These parks would function as large recreational and quiet areas.

(d) Federal Developments

Few changes to the Master Plan regarding federal developments are suggested. In this connection, however, the Commission recommends, as proposed in the Master Plan, that the triangle of land formed by Sussex Drive, King Edward Avenue and Boteler Street should be acquired by the Federal Government and held for future federal buildings. The northwest side of the triangle fronts on Sussex Drive, and its reservation for this purpose would be in keeping with the present nature of the street as along it already are located a number of important public buildings and national institutions.

It is a magnificent site, overlooking an attractive street, the Ottawa, and Rideau Rivers and the Gatineau Hills. It comprises slightly over 30 acres exclusive of streets, of which 14 acres are owned by the C.P.R. and will probably revert to the Federal District Commission as part of the railway relocation program. Thus the problem is reduced to acquisition of the 16 acres additional to the C.P.R. lands.

(e) Greenbelt

The boundaries of the Greenbelt as set forth in the Master Plan have been modified to avoid waste land and interference with existing built-up areas. Due to the decreasing density of residential development within the metropolitan core, the area enclosed by the inner line of the Greenbelt has been increased. Adjustments have also been made to provide for the possible development of industry along the south side of the CNR and west of the oil tank farm at the Merivale Road.

The problem of the Greenbelt is discussed more fully in Section 5(a), (Page 58)

(f) General

Other recommendations for the development of the Master Plan which are not the responsibility of the Federal District Commission in all or in part, are as follows:

(i) *zoning*: this, a municipal matter, is proceeding at a reasonably good rate but the bylaws are not giving sufficient direction to the planning proposals in the Master Plan. Zoning acts in a negative way. It does not cause a change of land use but rather when the change occurs, it controls the new use. However, when an urban area is undergoing rapid development, as is the case with the National Capital at the present time, zoning can have an important and immediate effect on overall planning.

It would appear that the difficulties of securing a zoning bylaw are such that any reasonable bylaw is better than none at all. In new bylaws, care should be taken to relate the proposed population densities to street

capacities, existing or proposed services, as well as to schools, churches parks and other amenities.

(ii) *Building heights*: the 110 foot building height restriction in the City of Ottawa was introduced to protect the skyline of Parliament Hill but it is in force throughout the whole of the city. It has been strongly recommended that the city relax its height restrictions on buildings which are more than a mile from Parliament Hill, in order that the general appearance of the Capital might be improved by becoming more varied and interesting.

For the same reason, the zoning bylaws might offer greater opportunity for the erection of buildings of more than average height within residential areas, thus avoiding the monotonous appearance of many areas resulting from the erection of large numbers of houses of uniform height and sizes. The subdivision planning of the metropolitan area has not been achieved as completely as other elements of the Master Plan. Mr. Gréber recommended that residential areas be developed as small communities centered about a public square. Around this core would be grouped the churches, schools, apartments and commercial shopping area serving the adjacent single family homes. This conception has not been accomplished since most subdivisions are being carried out on small parcels of land and the integration of adjacent subdivisions has not been overly successful.

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SECTION 4

Land Acquisitions: Federal District Commission

(a) Policy and Progress

The land acquisition policy of the Federal District Commission for the implementation of the Master Plan is based on a realization of the need to assure satisfactory and economical execution of approved recommendations in the General Report, particularly those regarding proposed parkways. With such developments it is essential to acquire the affected lands well in advance of the carrying out of the projects, while the lands are reasonably priced, and before private buildings are erected upon them.

With respect to Gatineau Park, land purchases are restricted to requirements of planned developments and no effort is being made to force owners of lands in the Park area to relinquish their holdings.

Expropriations are being carried out in the Province of Ontario but the Commission has not expropriated property in the Province of Quebec since 1949. This difference in procedure has not influenced the amount of property acquired by the Commission, since the limitation has been its financial resources. From 1946 to March 31, 1958, \$28,000,000 will have been available in the National Capital Fund and the Special Statutory Grant. Of this amount over \$14,000,000 will have been used for the land buying program, which received top priority in the Commission's expenditures.

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In retrospect, this emphasis has proved most wise. Since the end of the Second World War, several trends in Canadian cities have had a profound influence on the value of land—namely the growth of commercial and industrial activities and their requirements for greatly increased ratio of land area, to building, due to the demand for one-storey buildings and employee parking; the need for larger lots for the one-storey house; the greater demand for the single family house; and lastly, the inflationary effect of the currency.

The force and effect of such factors on the Ottawa-Hull area are indicated in the following table:

Ottawa-Hull Metropolitan Area

	1945*	1955	Increase
Population	244,327	329,374	35 %
Built up area (all uses)	13,751	33,736	145 %
	acres	acres	
Built up area, excluding federal holdings	9,574	19,269	101 %
	acres	acres	

It will be noted that to house a population increase of 35 percent in the Greater Ottawa-Hull area, an increase of the land (exclusive of federal holdings) used for building in the metropolitan area amounted to 101 percent. These facts indicate a significant lack of density in the new urban areas. Such a tendency will build a most uneconomic city and is particularly costly in the Ottawa area, where the cost of servicing is higher than normal due to engineering requirements of deep frost penetration, rocky sub-soils, and very heavy snowfall.

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It is also true that, in a rising real estate market, the percentage increase of price for raw or vacant land is infinitely greater than land on which buildings have been erected. For example much land was acquired by the Federal District Commission in the 1947 to 1950 period at prices ranging from \$500 to \$1,000 per acre, including buildings. Today, very little undeveloped land is available adjacent to these properties and where it is available, the market price ranges up to \$3,000 per acre, without buildings and would be more than double this after subdivision. When houses have been erected, say at five houses to the acre, the value of this land would be between \$50,000 and \$100,000 per acre

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The Commission acquired the land for the Rideau River, Ottawa River and Gloucester Industrial projects at 1947 values, and before the expansion of the built-up area affected the prices of the land. The Eastern and Western Parkway land acquisition program was started in 1952. The cost of this project was kept at a reasonable level because the acquisitions were in advance of active land speculation and most of the area was farm land.

It may be said that the Commission, by concentrating on land buying rather than on the other more striking phases of development of the National Capital, such as construction of parks and driveways, has ensured the final development of the Capital to a standard in keeping with the dignity of the seat of national government. Had the lands not been so acquired, the later initiation of many projects would have become prohibitively expensive.

The Commission, therefore, realizing that the various proposals of the National Capital Plan could not economically be carried out without securing as much land as possible in a raw state, commenced its land acquisition program in 1945. At first the emphasis was laid on the extension of Gatineau Park, but late in 1947 extensive tracts of land both in Ontario and Quebec were expropriated for purposes of the Master Plan, by the Department of Public Works on behalf of the Commission, to be used for park, parkway, railway and industrial development. Most of this land was sparsely built upon. The boundaries of these acquisitions have been adjusted from time to time by the abandoning or the additions of land to reconcile them with requirements revealed by more detailed study of the Master Plan project.

By 1950, the Report on the Master Plan had been completed. It indicated the necessity of acquiring more land to protect the projects recommended, such as the right of way for the Cross-town limited access highway, (the Queensway) and the Eastern and Western Parkways. These lands were acquired using the provisions of the Federal District Commission Act. From 1950 to 1955 the Commission has been acquiring land by purchase in the Province of Quebec and by purchase, and expropriation if necessary, in the Province of Ontario. In addition to the projects mentioned above, waterfront properties from Woodroffe to Britannia are being acquired in order to complete Federal District Commission control of the south bank of the Ottawa River.

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TABLE I
GATINEAU PARK PROPERTY ACQUISITIONS

	Date of purchase	Number of parcels	Area	Amount paid
				\$
Details of property acquisitions.....	1945 and earlier	114	15,874 $\frac{1}{2}$	167,007 27
	1946	15	1,458 $\frac{1}{4}$	18,157 93
	1947	21	2,341	49,590 26
	1948	59	4,760 $\frac{1}{2}$	346,507 87
	1949	16	957 $\frac{1}{2}$	103,927 35
	1950	24	1,506 $\frac{1}{2}$	133,737 35
	1951	18	4,750 $\frac{1}{2}$	336,927 19
	1952	71	5,417	367,435 36
	1953	75	6,097 $\frac{1}{2}$	412,379 04
	1954	54	3,124 $\frac{1}{2}$	277,804 73
	1955	49	2,164	493,573 71
	Total	496	48,451 $\frac{1}{2}$	2,707,048 06

TABLE II
NUMBER OF PARCELS UNDER EXPROPRIATION OR REQUIRED WITH
AN ESTIMATE OF COST TO ACQUIRE

Project	Options accepted and unpaid		Parcels under expropriation		Parcels required to complete project	
	No.	Amount	No.	Amount to settle	No.	Amount to acquire
		\$ cts.		\$ cts.		\$ cts.
Ottawa River Parkway.....	16	90,210 00	91	853,000 00	54	411,000 00
Rideau River Parkway.....	3	46,800 00	8	175,000 00	—	—
Gloucester Railroad and industrial...	2	5,000 00	7	127,000 00	—	—
Queensway.....	1	1,450 00	45	430,000 00	43	382,000 00
Eastern Parkway.....	6	70,925 00	25	375,000 00	10	143,000 00
Western Parkway.....	2	64,995 00	8	107,000 00	9	405,000 00
Bridge.....	—	—	2	8,000 00	1	190,000 00
Station Blvd.....	—	—	2	40,000 00	3	30,000 00
Sussex Street.....	1	30,000 00	—	—	10*	200,000 00
Hull South.....	3	58,600 00	—	—	30*	400,000 00
Hull General.....	—	—	2	135,000 00	7*	39,000 00
Total.....	34	367,980 00	190	2,250,000 00	167	2,200,000 00
*—Indicates approximate number Gatineau Park.....	43	383,642 00	—	—	200	2,500,000 00

TABLE III
ESTIMATE OF LAND COSTS TO CARRY OUT MASTER PLAN
PROJECTS WHICH ARE UNDER STUDY

Federal District Commission Projects	
Hull Parkway—North.....	\$150,000 00
Brewery Creek Development (Hull).....	50,000 00
Union Station developments—	
Triangle—Rideau, Sussex and Station.....	800,000 00
Nicholas—West side Besserer to Daly.....	350,000 00
Miscellaneous.....	150,000 00
	<u>\$1,500,000 00</u>

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Land Acquisitions

(b) Procedures

To handle its appraising, negotiating, and settlement the Federal District Commission employs local real estate agents. At the present time the principals of ten firms are working for the Commission and they are authorized not only to appraise property but to deal with the former owners with a view to securing settlement. In the event that an amicable settlement cannot be reached, the case then proceeds to the Exchequer Court of Canada for adjudication with respect to the amount. On the other hand if voluntary settlement is reached, the option is then processed within the Commission. In the case of options covering properties lying within the City of Ottawa, these are referred to a special committee comprising members of the staff of the Assessment Department of the City of Ottawa for its opinion. This committee was set up gratuitously by the City of Ottawa for this purpose and has proved both cooperative and useful.

All options are approved by the Federal District Commission at a regular meeting.

Following this approval, the options are sent to the Department of Justice which appoints a legal agent to prepare the deed or release, if the property is expropriated, and arrange for payment. All legal costs are paid by the Commission, except those incurred by the vendor in clearing his title, should this be necessary.

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As protection for the former owner, the option which the Commission uses in the Province of Ontario contains a clause whereby if payment is delayed beyond 90 days from the date of the option, and the delay has not resulted from activities of the owner or his solicitor, the Commission will pay interest at 5% on the settlement amount until final payment is made. This provision is a rather recent one and was introduced to avoid any criticism of the speed of the payments after an option agreement has been reached. With the exception of the 90 day interest clause, a similar provision is in the course of preparation for the Quebec options.

As soon as payment has been made to the former owner he is given an opportunity of renting the premises from the Federal District Commission at a monthly rental, which is computed as being 1/12th of 5% of the settlement price, plus municipal taxes plus insurance premiums. In such cases the former owner is responsible for minor repairs. Should the owner vacate, the premises are leased to the general public at a commercial rental or if the building is substandard it is sold for demolition or removal on a tender basis. At the end of 1955 the Federal District Commission had 537 leases in force of which 408 are in Ontario and 129 are in Quebec.

The actual administration of such properties is handled by the Royal Trust Company on a fee basis. This firm inspects the properties, prepares and arranges for signature of the leases, and collects the rent. Depending on the

location of the property, it arranges for repairs. A statement of receipts from this source is as follows:

Fiscal Year	Gross Rentals	Expenses	Net Rental
			Revenue
1948-49	\$ 36,196.00	\$ 18,924.00	\$ 17,272.00
1949-50	64,847.00	26,774.00	38,073.00
1950-51	99,781.00	36,789.00	62,992.00
1951-52	124,463.00	71,944.00	52,519.00
1952-53	154,836.00	84,550.00	70,286.00
1953-54	175,970.00	92,046.00	83,924.00
1954-55	226,411.00	104,462.00	121,949.00
1955-56	260,000.00	130,000.00	130,000.00
(Estimated)			

It is pertinent to point out that much of the housing which has been acquired by the Federal District Commission is substandard and while a certain number of such houses have been removed many more will have to be vacated and demolished at the earliest possible date. Since 1945 the number of houses which the Federal District Commission has demolished or removed would amount to over 500.

The Commission would like to emphasize the value to the community at large in having such substandard housing removed as a byproduct of other developments of the Master Plan. In the General Report—1950—Mr. Gréber strongly urged that to the greatest extent possible public works projects should be used to assist in the removal of slum or depressed housing. Most of the homes which the Commission has removed or demolished were not served by municipal water or sewer facilities or lacked water services for adequate fire protection.

SECTION 5 (α)

The Greenbelt

In his Report on the Plan for the National Capital Mr. Gréber recommended the establishment of a Greenbelt for the Capital, a proposal which he defined as follows:

In the center, the urban region is delimited by a perimeter, intended to prohibit tentacular and linear extensions of constructions abutting upon highways. To that effect an area, zoned as a Greenbelt, frames this perimeter and is subjected to regulations to protect the area comprised within the Greenbelt against undesirable development. Outside of the extreme limit of this Greenbelt, the territory will retain its rural character, with the exception of limited and controlled minor and appropriate developments.

The belt as originally recommended in Mr. Gréber's Report embraced some 71,000 acres, of which 41,000 acres were located in the Province of Ontario and 30,000 acres in the Province of Quebec. This Report was approved in principle by the National Capital Planning Committee and the Federal District Commission in 1951.

The need for a Greenbelt (which may more properly be called a controlled rural belt) was recognized by the Ottawa Planning Area Board which, in its Report of December 1947, made reference to and adopted a plan showing in principle the Greenbelt area. The belt designated in this report agreed with Mr. Gréber's recommendation with respect to its inner limit, although its area was much reduced. However, the Planning Area Board was dealing with this matter from the point of view of municipal services. Later the Planning Area

Board's report was adopted in principle by all the municipalities affected, which included the townships of Nepean and Gloucester.

The late J. M. Kitchen, Director of the National Capital Planning Service, had this to say about the Greenbelt:

In general the Greenbelt can be defined as being that area lying beyond the limits of urban services as contemplated by the Gore and Storrie Report, which report has since been adopted and conformed to by the City of Ottawa as the pattern in respect to all sanitary sewer and water supply extensions. It is considered that this Greenbelt area should be developed and controlled in the best interests of the whole area, of which it is essentially a part, and should in theory extend an indefinite distance from the urban area to other communities capable of providing urban services of a sanitary nature, which communities would likewise benefit from such a Greenbelt as a transitional area between the urban and rural zones, providing common protection against development adverse to the public interest.

From its character and extent, and the limited demand for land for other appropriate uses, the area of the Greenbelt is and must continue to be used predominantly for agricultural purposes. Other uses which would not violate the basic objectives of the Greenbelt, and which would meet a justifiable demand, would include airports, recreational centres including golf courses and stadiums, cemeteries, the manufacture of agricultural by-products, wood lots and reforestation products, public utilities, self-contained public institutions such as hospitals, sanatoria, educational and religious institutions capable of establishing and maintaining necessary sanitary facilities and not creating other urban demands, etc. etc. All structures should be located in parcels of land of generous proportions and should not be closer than 100 feet to the center line of a highway.

The Federal District Commission, after further study of the matter, recommended to the Ottawa Planning Area Board that the permissible uses within the Greenbelt should be as follows:

- (a) housing and agricultural uses, other than those mentioned below, on lands of more than $5\frac{1}{2}$ acres;

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- (b) churches, libraries and museums and similar uses on lands of more than 3 acres;
- (c) hospitals, religious institutions, educational institutions and public buildings on lands of more than 10 acres in extent;
- (d) commercial and/or industrial undertakings on lands of more than 10 acres, provided that no buildings would be erected closer to any boundary line than 200 feet and not more than 25 percent of the area of the property was covered by such buildings;
- (e) farms devoted to the raising and marketing of turkeys, chickens, frogs, rabbits, goats, ducks, mink, and foxes and similar purposes, on lands of at least 20 acres.

On main highways and important county or suburban roads (to be specified) and being not less than 86 feet wide, housing would be permitted on one acre provided that the frontage of the lot was at least 150 feet and the buildings were set back from the center of the roadway not less than 100 feet, and were not closer to either side line or the rear line than 40 feet.

It was proposed that these definitions be expanded and set out in proper legal phraseology prior to their being given any official status.

The Commission, as a result of recent studies of this problem, is strongly convinced as to the desirability of a Greenbelt for the following reasons:

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- (a) It will control the physical limits of the metropolitan area and thus limit the ultimate population. The control of population will provide for the economic development of municipal services by permitting the construction of sewer and water facilities to ultimate design capacity. Over the past few years the Commission has made substantial contributions towards the expansion of such services in the City of Ottawa. It would be unfortunate if uncontrolled development on the city's outskirts forced unplanned extension to the services, thus making the trunk sewers and water mains inadequate. The costs of their enlargement would be very heavy.
- (b) The Greenbelt will maintain sites which in the future can be used by federal buildings or institutions requiring large areas. It will also provide future park areas to serve the future metropolitan population which will live on both sides of the Greenbelt. The population outside the Greenbelt will live in satellite communities. These, it is contemplated, will develop in the next twenty years if present population trends continue.

The parks which would be located in the Greenbelt would have a degree of sophistication midway between Gatineau Park, a wilderness park, and Hog's Back Park, a large urban park. These parks should be kept in a natural state and would be suitable for recreational uses, hiking, riding, etc.

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- (c) The Greenbelt will prevent rural slums which occur when housing is permitted to grow sporadically without adequate servicing. A belt of such housing around the National Capital would be unfortunate. This can be prevented by insisting on building sites of about five acres per house. Troubles occur when the density of unserviced housing becomes greater than the capacity of the land to provide water and to dispose of domestic sewage.
- (d) The Greenbelt will protect the access roads to the metropolitan core by preventing dense ribbon development. Arterial roads cease to be of value when interference to traffic develops from abutting property owners. This fact is recognized by the Ontario Department of Highways, which declares a 30 m.p.h. speed limit on a roadway when 50 per cent of its frontage is built upon. By using existing arterial access roads, the demand for new and costly limited access roads is reduced.
- (e) The Greenbelt will protect the farms against urban uses. When rural lands are used for housing, a demand for schools, road surfacing, municipal services and welfare develops. Sporadic housing cannot pay for such services and the costs of providing such services to the new homes has to be met by increasing the taxes on farm lands.
- (f) The Greenbelt should prove of great value in the case of emergencies involving civil defence by providing collection areas for the inhabitants of the metropolitan area without involving long distances of travel.

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- (g) The outer line of the Greenbelt will provide a physical limit to the National Capital. If the metropolitan area is permitted to expand indefinitely, it follows that the National Capital will expand to the same extent. In this case there can be no limit to the federal involvement and financial responsibility to the National Capital.

For these reasons the Commission felt that the implementation of the Greenbelt should be considered as being equally important to the National Capital development as the railway project, parkway development, Gatineau Park, or the main arterial road system. Accordingly, it could be held to qualify for expenditures from the National Capital Fund.

On July 22, 1955 the Prime Minister, in a speech to the House of Commons, said:

The plan for the National Capital included a Greenbelt around the built-up areas of the National Capital in which it was proposed that the land would be used in a manner that would preserve some open space and rural appearance. This Greenbelt is an important part of the plan drawn up by Mr. Gréber and his associates, approved by the Federal District Commission and was tabled in this House in April 1949 and used as the basis of our plans in developing the Capital.

. . . The Central Mortgage and Housing Corporation are being directed immediately to restrict the facilities they provide under the housing act within the area of the Greenbelt of the National Capital. For the time being that belt will be defined for this purpose as the one in the plan of the Ottawa Planning Area Board, dated December 1947, and acknowledged by the Minister of Planning and Development of Ontario early in 1948.

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. . . I should make clear, however, that this negative action in respect of housing is by no means enough. Some positive action for the control of the land use in the Greenbelt will be required if it is to be properly maintained in the manner that has been proposed.

. . . I hope that the creation of a proper Greenbelt around the Capital will not be prevented, or unduly delayed, by lack of action on the part of those concerned in addition to the federal authorities.

The Federal District Commission believes that the Greenbelt, while a most important element of the Master Plan is the jurisdictional responsibility of the provincial and municipal authorities to implement. However, the Commission is doubtful of the permanence of a Greenbelt established under local municipal bylaws.

A degree of protection can be achieved by an official plan under the authority of the Planning Act of the Province of Ontario. However, such an official plan must first be enacted under the Ottawa Planning Area Board, and receive the approval of the Minister of Planning and Development of the Province. Where the municipalities in which this official plan would take effect are opposed to the strict land use controls necessary to ensure the preservation of the Greenbelt, it is unlikely that the official land use plan would be adequate.

The Commission is therefore convinced that the Federal Government must take parallel steps to ensure that the Greenbelt is maintained in perpetuity.

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The suggestion has been advanced that the Federal Government pay compensation to the affected owners, or to the municipalities in which the Greenbelt lies, on the basis of estimated loss of future values of their land resulting from the effects of either a zoning bylaw or an official plan. Federal funds would thus be used to achieve a purpose in which permanency of results could not be guaranteed. Also the Commission has been advised that compensation for loss of possible future profits to land owners, due to zoning provisions, would be resisted strongly by the Province of Ontario, for this would strike at the fundamental basis of land use zoning. The Province does not accept as a matter of principle any responsibility for damages in this respect. It believes, and the Commission agrees, that zoning is for the benefit of the public at large, and that the individual, who may be personally affected adversely, benefits as a member of society. In this respect zoning legislation is no different than any other legislation enacted for the common good.

In expressing these views the Commission does not mean to imply that the municipalities should not enact zoning bylaws nor the Ottawa Planning Area Board establish an official plan. These are necessary and desirable steps, but the Commission, for the reasons stated, does not believe that they will ensure the permanent establishment of the Greenbelt for the Capital. Being firmly of the opinion that the Greenbelt is desirable for the benefit of the National Capital and for the security of the growing national investment in it, the Commission therefore recommends that its share of the establishment of the Greenbelt be the purchase of as much land as is considered necessary in the heart of the belt area. The cost of such a land acquisition program could amount to some fifteen or twenty million dollars, or the Commission could acquire land to the limit of resources made available to it for the purpose. It should be pointed out that it is not the intention that all land so acquired remain indefinitely as rural open space or park land, but would be available for the permitted land uses within the Greenbelt listed on pages 69 and 70.

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It would be wise to have a reserve of additional lands for future federal building areas. Lands acquired now in the Greenbelt area would provide such a reserve adequate for the next 100 years. It is recognized that this use of the land will not be large initially, though it would make available a much wider choice of building sites. The Commission considers therefore that the acquisition of large strategically located blocks of land can preserve the principle of the Greenbelt and will be of immense value to the Federal Government in the years to come. In effect it might be said that the Greenbelt is the acquisition of federal lands in advance of need.

It is also conceivable that certain lands could be held and ultimately transferred to institutional uses such as hospitals, churches, schools, colleges, fairgrounds, etc., all of which will be required as the metropolitan district continues its rapid growth. It has already been noted that such institutions are having difficulty securing adequate sites within the area enclosed by the inner line of the Greenbelt, and this difficulty will increase as housing expands.

The Commission respectfully requests the Committee to give full consideration to this problem because, as the result of subdivision of much of the land originally envisaged as Greenbelt, this basic proposal in the National Capital Plan already is in jeopardy.

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The situation may be considered urgent, for not only is much of the land concerned lost to Greenbelt purpose, but the Commission has knowledge of

subdivision plans now being made for housing developments on many large tracts in the area.

The Commission reiterates its firm belief in the necessity of the Greenbelt, and emphasizes that if adequate steps to preserve it are not taken in the immediate future, this part of the Master Plan will be impossible of adequate accomplishment, and the metropolitan area of the National Capital, instead of containing 650,000 inhabitants, will have an indefinitely larger population, spread haphazardly over many square miles of the surrounding countryside.

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SECTION 5 (b)

Pollution of the Ottawa River

The Federal District Commission has no control over pollution of the Ottawa River, but has prepared the following summary of the subject, insofar as it has come to the Commission's attention.

The Joint Committee of the Senate and the House of Commons appointed in 1944 to review and report upon the relations between the Federal Government and the City of Ottawa, devoted considerable attention at its fifth and sixth sessions, on July 19 and 20 of that year, to the matter of the dumping of raw sewage into the Ottawa River and the need for a sewage disposal plant for the Capital.

The final report of the Joint Committee of August 1, 1944, in listing certain items to be considered against claims made by Ottawa for a large increase in the grant in lieu of taxes, had this to say regarding sewage disposal for Ottawa:

That great need exists for an improved modern system of sewage and garbage disposal, both from the point of view of the interests of the Municipality and the Federal Government. Very little attention has been given to this subject which, in the light of possible future developments, will require joint action on the part of the Government and the City in the planning and financing of that project.

At the inaugural meeting of the National Capital Planning Committee October, 1946, the subject of the pollution of the Ottawa River was raised and the following Minute was recorded:

Sewage Disposal

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Mr. Cruikshank drew to the attention of the Committee the need that existed for a study to be made of sewage disposal by the municipalities adjoining the Ottawa River, particularly in the National Capital District, which municipalities are at present discharging raw sewage into its waters and causing a high degree of pollution. The subject was discussed at some length and it was the feeling of the Committee that proposals for the consideration by the Committee of sewage disposal schemes, in their relation to the Master Plan, should be technically studied and planned by the municipalities concerned before being presented to the Committee.

Early in 1947 the National Capital Planning Committee asked Ottawa, Ontario, and Aylmer, Deschenes, Hull, Gatineau Point and Gatineau, Quebec, to make studies to the end that necessary sites for sewage disposal plants might

be selected as an assistance in the preparation of the Master Plan for the National Capital District. The City of Ottawa is the only municipality to secure a site, acquiring one in the Green's Creek area in 1951.

The Gore and Storrie Report of 1949, made at the request and joint cost of the Federal District Commission, the City of Ottawa and the adjoining Ontario municipalities, on water supply and sewage disposal for Ottawa and related areas in Ontario, estimated the cost of the necessary interceptor and outfall sewer and sewage treatment plant as approximately \$12,000,000. At present day costs this figure might well approach \$18,000,000. To take care of the sewage from the five municipalities on the Quebec side a like sum might be needed.

The Federal District Commission in March 1954 asked the Cities of Ottawa and Hull to take up with their respective Departments of Health the problem of the pollution of the Ottawa River, particularly with respect to the National Capital. It was suggested that the provincial health departments should arrange for the technical officers of all municipalities on both sides of the river to meet and confer with the engineers of the Federal District Commission.

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In July 1954, under the joint chairmanship of the Chief Sanitary Engineers for Ontario and Quebec, representatives of a large number of the municipalities on both sides of the river from Mattawa to Hawkesbury met in Ottawa and fully discussed the subject of Ottawa River pollution.

Following this, surveys and recommendations as to remedial action were to be made by provincial organizations.

A report on the problem by Lucien Piché, Ph.D., University of Montreal, dated October, 1954, was made to the Anti-Pollution League of Quebec.

A report is under preparation by Dr. A. E. Berry of the Pollution Control Board of Ontario.

The Federal District Commission in 1951 assisted the City of Ottawa financially in the acquisition of some 320 acres to the east of Ottawa for the site of a future sewage disposal plant.

The site is expected to cost \$200,000 when expropriation proceedings are completed. The Commission considered that this land acquisition qualified for financial assistance under the National Capital Fund and agreed to assume the carrying charges on the debenture issues for a 12 year period, the period for which the purchase was considered to be in advance of need. The City represented that it had been compelled to acquire this site, selected by Gore and Storrie, and concurred in by Mr. Gréber, long in advance of actual need in order to protect it from housing development projects.

The total contribution by the Federal District Commission for the site will be \$98,400 approximately, assuming that the actual cost will be \$200,000.

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SECTION 5 (c)

Mosquito Control in the Metropolitan Area of the National Capital

In 1927 the Mosquito Control Committee of the Ottawa District was organized. Official representatives were appointed by the City of Ottawa, Village of Gatineau Point, Village of Rockcliffe Park, and the Federal District Commission, and operations were planned with the assistance of the Director of Entomology of the Federal Department of Agriculture, and with the concurrence of the Quebec Provincial Department of Health.

The budget of the Committee in 1928, the second year of its operation, was approximately \$3,300. The receipts included contribution from the following:

Federal District Commission	\$1,000
Ottawa	500
Department of Health, Quebec	400
Gatineau Point	100
Rockcliffe	100
Gloucester Township	50
	<hr/>
	\$2,150

With these limited funds the work consisted, largely, of oiling water and swamp areas.

In 1929 the budget was increased to approximately \$4,700 with the following contributions being received:

Federal District Commission	\$1,000
Ottawa	500
Canadian International Paper Co.	500
Department of Health, Quebec	400
Department National Defence (oil) ..	266
Rockcliffe	200
Eastview	100
Gloucester	50
	<hr/>
	\$3,016

These control activities were abandoned after three years' operations, after the Committee found it impossible to collect sufficient funds to permit the work to be properly carried out.

In 1934 the Commission agreed, upon the request of the City of Ottawa, to assume direction of the control work, with funds contributed by Ottawa, Rockcliffe and itself, amounting to \$2,400. It was hoped that additional money would be received from other municipalities and bodies. These hopes did not materialize.

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The Commission made up the balance of the cost and carried on the work, contributing about \$3,500 annually for many years. The cost of materials and labour increased substantially. In 1954 the budget for the control work reached \$11,353 of which Ottawa paid \$2,000, Rockcliffe \$1,000 and Carleton County \$100. The Federal District Commission absorbed the balance—\$8,253.

Feeling that it had been bearing a disproportionate share of the costs, and having been unable to obtain what it believed was reasonable financial support from all the municipalities in the district, the Commission in 1955 decided that, in view of the fact that mosquito control is properly a municipal responsibility, it would terminate the existing arrangements as of March 31, 1956. The Cities of Ottawa and Hull were so notified in August of 1955, and the Commission at the same time recommended that they communicate with the other municipalities concerned with a view to establishing an adequately financed inter-municipal mosquito control organization. The Commission offered to provide technical advice if desired.

The Cities of Ottawa and Hull have undertaken to call meetings of all the municipalities affected to discuss future plans.

The following is the financial statement of mosquito control operations since the Commission assumed direction of the work in 1934:

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	Contributions from 1934 to 1955 inc. \$	Percentage of total (app.) %
Federal District Commission	83,393.45	57
City of Ottawa	40,500.00	28
Village of Rockcliffe Park	19,900.00	13.6
County of Carleton	1,825.00	1.3
Town of Gatineau	600.00	.04
Township of Nepean	250.00	.016
Town of Eastview	150.00	.01
Township of Gloucester	100.00	.006

Note: Gatineau Point, Que., contributed relief labour in 1934, 1935 and 1936 and the Townships of Gloucester and Nepean, Ont., in 1938 and 1939.

SECTION 6

The National Capital Fund

The resolution presented to the House of Commons June 28, 1948, leading to the creating of the National Capital Fund in that year, read as follows:

"That whereas the requirements of a National Capital involve, from time to time, developments of a character beyond the municipal improvements ordinarily required in other cities;

And whereas the development of a National Capital is at least in part a national responsibility;

And whereas the Capital of Canada is designated by the British North America Act to be Ottawa;

And whereas the carrying out of planned improvements requires a clear expression of intention to proceed with necessary developments in a manner which will ensure continuity;

Therefore this House is of opinion:

1. That it is desirable that all developments of the capital should be in accordance with an approved plan which has regard to the position of the City of Ottawa as a National Capital in the present, and to its probable needs as the Capital of Canada in years to come.

2. That a special account in the Consolidated Revenue Fund, to be known as the National Capital Fund, should be created to which appropriation may be made annually by Parliament over a period of years of the amounts required from time to time to meet the costs of such projects as may be recommended by the Federal District Commission and approved by the Governor in Council for the development of the National Capital and the surrounding area, in accordance with the plan;

3. That it is desirable that the work necessary to this end be under the supervision of the Federal District Commission, distinct from its ordinary operations;

4. That the expenditure of moneys for these purposes should be conditional on the effective co-operation of the City of Ottawa and other municipalities within the National Capital District."

Vote No. 809 of the supplementary Estimates of 1948-1949 authorized the establishment of the Fund and the initial instalment therein of the sum of \$2,500,000.

The terms of the authorization were as follows:

"No. of Vote 809—To authorize the establishment of a special account in the Consolidated Revenue Fund, to be known as the National Capital Fund, consisting of such amounts as may be appropriated by Parliament for the purpose out of which the Minister of Finance may from time to time, on the recommendation of the President of His Majesty's Privy Council for Canada, pay to the Federal District Commission amounts to be expended by the Federal District Commission with the approval of the Governor in Council for the construction, operation and maintenance of works or projects within the National Capital District in keeping with an approved general plan for the improvement and development of the National Capital and not in the nature of ordinary municipal improvements—amount required for the Fund, to be effective July 1, 1948, \$2,500,000.

The Prime Minister, the Right Honourable Louis St. Laurent, when discussing the Estimates of the Federal District Commission in May 1952, stated that it had been the intention of the Government to provide ten annual instalments of \$2,500,000 each to the Fund, or a total amount of \$25,000,000. He said there was no commitment by Parliament with respect to future appropriations, but the original general intention was, and it is still the intention, to recommend each year during the period of ten years, this grant of \$2,500,000. *The Financial Administration Act in its relation to the National Capital Fund*

The Commission is an "agency corporation" within the meaning of this Act and as such, as required, has been submitting operating budgets for the approval of the Prime Minister and the Minister of Finance (Sec. 80 (1)) and capital budgets approved by the Governor in Council, on the recommendation of the Prime Minister and the Minister of Finance, have been tabled annually before Parliament (Sec. 80 (2)).
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The preparation of annual operating budgets presents no difficulty, as operating expenditures can be forecast annually with reasonable accuracy. The preparation of accurate capital budgets is difficult, however, because it is not always possible to predict on a short term basis the amounts which will be spent annually on any one project, and to what extent and when new projects will be undertaken and completed. Also, some projects towards which the Commission contributes are undertaken by municipalities and it appears to be the experience that these projects are undertaken or completed at times which the Commission is unable to predict.

The Commission, in the exercise of its duties, is thus in a position where circumstances may require it to initiate or participate in Master Plan projects, the timing of which is beyond its control. A capital budget, therefore may be subject to numerous amendments in the course of a fiscal year.

The larger part of the capital budget represents expenditures made from the National Capital Fund and for these expenditures there appears to be reasonable doubt that the Financial Administration Act has any jurisdiction.

The National Capital Fund when created provided specifically for the authority required and consent to be given before expenditures could be made (*Hansard*, June 28, 1948, page 5973 *et sequitur*) and also provided that the work be "distinct from its ordinary operations" (Federal District Commission's operations). It is not a requirement of the National Capital Fund that expenditures from this fund be budgeted for on an annual basis—only that each project be submitted to the Privy Council for approval, and this may be done at any time.

The Financial Administration Act also stipulates that "in the event of any inconsistency between the provisions thereof and the provisions of any other Act, the provisions of such other Act prevail."

It does appear that the provisions of the National Capital Fund should prevail because it was established to ensure the continuity of long range planning projects and because of its specific provisions for expenditures of funds for that purpose. The provisions of the Financial Administration Act overlap the provisions of the National Capital Fund and if these expenditures are to be subject to the provisions of both Acts, periodical revisions of the capital budgets will have to be made.

The Commission invites guidance of the Committee in this regard.

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SECTION 7

FINANCIAL STATEMENTS

Federal District Commission

A. Receipts and Expenditures from 1900 to March 31, 1955

	Statutory Grants	Receipts
1899-1909.....	\$ 60,000 for 10 years.....	\$ 600,000
1909-1919.....	100,000 for 10 years.....	1,000,000
1919-1927.....	150,000 for 8 years.....	1,200,000
1927-1928.....	250,000 for 1 year	250,000
1928-1943.....	200,000 for 15 years.....	3,000,000
1928—Special Grant Under FDC Act		3,000,000
1943-1946.....	200,000 for 3 years.....	600,000
1946-1955.....	300,000 for 9 years.....	2,700,000
1946—Special Grant Under FDC Act		3,000,000
		<hr/>
		\$15,350,000
National Capital Fund—		
7 instalments of 2½ million dollars		
commencing 1947-48		
Voted \$17,500,000—		
advanced to F.D.C.		\$13,290,000
Votes of Parliament	}	7,432,374
and		
Miscellaneous Revenue	}	
Advances from Government Departments for work		
on grounds of new buildings		2,013,953
		<hr/>
		\$38,086,327
Expenditures		
Parkway System		\$18,311,026
National Capital Plan Development		
N.C.F. and N.C.P.C.		13,579,006
Government Buildings Grounds Maintenance		3,597,549
Works for Departments of the Government		2,013,953
		<hr/>
Total		\$37,501,534
Unexpended		584,793
		<hr/>
Represented by:		
Cash on hand, investments and receivables		898,346
Less: Accounts payable etc.		313,553
		<hr/>
		584,793

In addition the Commission has at the credit of the
National Capital Fund \$4,210,000

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B. Operating, Management and Maintenance Funds

Total expenditures made by the Commission in the five past fiscal years, excluding expenditures made out of the National Capital Fund are as follows:

	1950-51	1951-52	1952-53	1953-54	1954-55
Maintenance and improvements to parks and parkways	\$ 407,705	\$ 427,189	\$ 643,822	\$ 802,983	\$ 749,238
Maintenance of grounds adjacent to government buildings	210,128	279,519	274,140	329,204	368,781
Expenses of the National Capital Planning Committee (inc. planning and engineering)	77,500	36,295	42,876	64,205	101,114
	<u>\$ 695,333</u>	<u>\$ 743,003</u>	<u>\$ 960,838</u>	<u>\$ 1,196,392</u>	<u>\$ 1,219,133</u>

	1950-51	1951-52	1952-53	1953-54	1954-55
<i>Financed by:</i>					
Appropriations and Grant	\$ 692,794	\$ 712,628	\$ 750,818	\$ 828,909	\$ 891,502
Revenues and reserves of the F.D.C.	2,539	30,375	210,020	367,483	327,631
	<u>\$ 695,333</u>	<u>\$ 743,003</u>	<u>\$ 960,838</u>	<u>\$ 1,196,392</u>	<u>\$ 1,219,133</u>

The Commission in recent years has had the following sources of revenue:

	For 1955-56
1. A Statutory Grant of \$300,000, since 1946, for the maintenance and improvements to parks and parkways	\$ 300,000
2. Government appropriations:	
Supplementing the Statutory Grant	111,820
For maintenance of grounds adjoining government buildings	396,800
For expenditures of the National Capital Planning Committee	113,485
3. Revenues from the rental of properties and from other sources, estimated annual revenues	255,000

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4. Installments paid annually into the National Capital Fund, out of which advances are made to the Commission to finance projects approved by the Governor in Council as a charge to the Fund; for the past eight years, these installments have been \$2,500,000 annually. Advances for 1955-56, to be drawn from the unexpended reserves of the Fund, are estimated at \$ 5,000,000

The Commission does not consider that it is proper to continue the financing of expenditures for maintenance of parks and parkways through a Statutory Grant as at present. The expenditures for this purpose are constantly increasing and it is difficult to forecast with any degree of accuracy, the money required for this purpose for a period of 5 to 10 years. The inevitable result will be that the grant may prove to be adequate only for the early years of its term and the additional requirements in later years would have to be

provided for through annual appropriations, as has been done now for some years. It does appear that the best method is to provide for the Commission's requirements, on an annual basis, in one total amount.

In arriving at the total amount required for these activities, an appropriate allowance could be made for the estimated annual revenue of the Commission which would be available for expenditures by the Commission for these purposes. The Commission is spending in 1955-56 for these activities approximately \$1,336,000, of which \$414,000 is being financed out of the Commission's own revenues and the balance of \$922,000 by government appropriations.

Expenditures made for capital projects, assistance to municipalities, grants etc. which form part of an approved general plan for development within the National Capital District could be financed out of advances made from the National Capital Fund, as in the past.

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The Commission believes that the method of supplying moneys for its activities could be simplified by voting to the Commission annually, moneys through one vote for operating and maintenance expenditures as follows:

Operating and maintenance of parks and parkways

Maintenance of grounds adjoining government buildings

Expenses of the National Capital Planning Committee (including planning and engineering expenses)

The report of the Auditor General of Canada, Public Accounts of Canada for the year ending March 31, 1955, page 27, expresses similar views on this matter, stating, in part that:

The Commission's accounting would be simplified and its financial statements made more illuminating were the basis of financing changed to one which would make all operating and maintenance expenses chargeable against one appropriation and capital outlays against another.

Federal District Commission Master Plan projects proposed over the next ten years are as follows:

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C. Proposed Master Plan Developments within the Ten-Year Period 1956-66 which are Federal District Commission Projects and Estimated Cost

1. Railway Plan 5-B (see appendix 3)	\$10,000,000
2. Railway Plan for Hull area	500,000
3. Development of park lands along Rideau River	750,000
4. Development of park and parkway along Ottawa River—Lazy Bay to Britannia	2,130,000
5. Hog's Back Park	185,000
6. Service buildings, rest rooms, refreshment buildings on various portions of existing parkway system ..	375,000
7. Gatineau Parkway—to Lac Philippe	3,000,000
8. Headquarters and service buildings—Gatineau Park ..	285,000
9. Gatineau Parkway—return road by separate route..	2,400,000
10. Development along Brewery Creek in Hull	250,000
11. Construction of part of Eastern Parkway	1,930,000
12. Construction of part of Western Parkway	1,440,000
13. Property acquisition for above projects	9,000,000
14. Allowance for various minor or unforeseen projects ..	1,000,000
15. Estimated cost of Greenbelt land acquisition	17,500,000
Total	<u>\$50,745,000</u>

JOINT COMMITTEE

To this amount should be added an estimate of the Federal share out of the National Capital Fund, in Master Plan projects that may be carried out by other authorities in the period 1956-66 \$18,000,000

A list of such projects follows in Table D.

D. *Projects under the Master Plan that may be carried out by other bodies in the period 1956-66; some of which may share to some extent in the National Capital Fund*

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1. Queensway
2. Southern entrance to Ottawa via Dunbar Bridge—controlled access highway
3. Rideau Canal Bridge—Bronson Avenue
4. Carling Avenue widening and reconstruction
5. New bridge over Ottawa River
6. Improvements to approaches of the Interprovincial Bridge
7. Bridge over Brewery Creek, Hull, including grade separation C.P.R.
8. Rideau River Bridge—Smyth Road including subway under C.N.R.
9. Two bridges at Hog's Back, including new bridge over Rideau Canal and widening of bridge at Falls
10. Rideau River and Rideau Canal bridges at Somerset Street
11. Rideau River Bridge at Heron Road
12. Highway No. 16 connection to Queensway by controlled access road
13. Elgin Street widening—Queensway to Confederation Square
14. Construction program to remove pollution from Ottawa River, including sewage disposal plant or plants and main collector sewers on both sides of Ottawa River
15. Property for above projects

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E. *Estimated funds needed for capital expenditure for the ten-year period, 1957-67 for National Capital Development*

Cost of projects to December 31, 1955	\$16,850,104
Commitments to date for annual grants and construction	2,500,000
Estimated cost of Federal District Commission's projects for next ten years	50,745,000
Estimated cost of federally shared projects for next ten years	18,000,000
Total	\$88,095,104
Funds receivable to 1957 (10 instalments of 2½ million)	25,000,000
Estimated funds needed for next period of ten years commencing in 1957	\$63,000,000

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SECTION 8

RECOMMENDATIONS

1. *Amendments to Federal District Commission Act*

In addition to minor changes, the following are recommended:

- (a) To cancel the Statutory Grant of \$300,000 and to provide that all the funds necessary for the operation of the Federal District Commission shall be voted annually by Parliament instead of as at present by a combination of Statutory Grant and Vote, or Votes of Parliament.
- (b) To include in the Act the boundaries of the National Capital District with power to adjust them if desirable.

- (c) Power to abandon property expropriated under Federal District Commission Act.
- (d) Power to retain and spend money from casual revenues of any kind.
- (e) Power to expropriate real property for parks or any other purpose specified in the FDC Act, without first having to obtain the refusal of the owners.
- (f) Power to acquire and hold excess real property for sale, upon enhancement in value following the carrying out of a project of development.
- (g) Power to acquire real or personal property to the value of \$50,000 without approval of the Governor in Council. The present limit is \$5,000.
- (h) To provide for recommendation to the Governor in Council for the measure of financial assistance, if any, which should in the national interest, be extended to any public authority, railway or person undertaking a public improvement of national significance in the National Capital District.

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- (i) To provide for the acceptance of gifts of property or money for any public purpose within the ambit of the Federal District Commission Act.
- (j) Power to dispose of real property not exceeding a value of \$10,000 without having to obtain the authority of the Governor in Council.

2. *Finances of the Federal District Commission*

(a) *Operating, Management and Maintenance Funds*

That the present arrangement of financing administration, management and maintenance of the work of the Commission by annual Statutory Grant of \$300,000 plus a Vote or Votes of Parliament, be superseded by a single appropriate Vote of Parliament. This would prove more elastic and avoid the necessity of frequent amendments to the Federal District Commission Act by Parliament to raise the amount of the Grant as the responsibilities of the Commission increased with the expansion of National Capital developments. Separately is a study and statement of expenditures for the last five years for administration and maintenance purposes from which it is indicated that the Commission will require for the fiscal year 1957-58 a Vote of \$1,200,000 for these requirements.

(b) *The National Capital Fund*

This fund is used for capital expenditure under the National Capital Plan. It was established with the intention of providing ten annual installments of \$2,500,000 over ten-year period 1948-1957.

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Studies of the expenditures and commitments made for the first ten-year period, and the estimated cost of projects planned for the next ten-year period indicate that the Fund should be increased, partly to meet the differential between 1948 estimates and present day increased costs; and partly to increase the pace of development of the Capital as proposed in the Master Plan, if faster implementation of the Plan is considered desirable by the Committee.

Due to rising costs of development work, the Commission considers that increasing the annual payments into the Fund from \$2,500,000 per

year to \$5,000,000 per year would do little more than compensate for the cost differential. This would provide the Commission with \$50,000-000 over the ten-year period 1957-1967.

If it is desired to speed up the development of the National Capital Plan beyond the present tempo, sums much beyond \$5,000,000 could reasonably be spent annually and supervision of twice that amount could be undertaken by the staff of the Commission with relative minor additions of engineering personnel.

At the end of a five-year period it might be fitting to again have another Parliamentary Committee to review results and assess future requirements.

3. *Mosquito Control*

That the Federal District Commission withdraw completely from the municipal mosquito control operation leaving it to the municipalities affected, as an ordinary municipal responsibility to the taxpayers, but furnishing technical advice if desired.

Respectfully submitted this 22nd day of March, 1956,

HOWARD KENNEDY,
Chairman

APPENDIX 1

CREATION OF THE NATIONAL CAPITAL PLANNING COMMITTEE

April 18, 1946

(Federal District Commission By-Law No. 28)

Pursuant to the provisions of By-law No. 27 of the Federal District Commission, as approved by Order in Council P.C. 1266, April 18, 1946 under which the Commission is empowered to appoint a committee, or committees, for the planning, development, improvement and beautification of the National Capital District be it enacted as By-law No. 28 of the Federal District Commission:

That a committee shall be formed to be known as the National Capital Planning Committee consisting of seventeen members which shall be the permanent planning body for the National Capital District, the boundaries of which are defined by the said By-law No. 27.

The Committee shall consist of the Minister of Public Works of the Government of Canada, the Chairman of the Federal District Commission, two members appointed by the Corporation of the City of Ottawa, one member appointed by the Corporation of the City of Hull, and twelve members appointed by the Federal District Commission of whom two shall represent The Engineering Institute of Canada, two The Royal Architectural Institute of Canada, one the County of Carleton, Ontario, one the County of Gatineau, Quebec, and six others. The Committee shall be directly responsible to the Commission for its actions.

The members of the committee shall be Canadian citizens of standing and repute who by training and experience, or by virtue of their position, may be considered to have an especial interest, either from a national or local viewpoint, in the preparation and execution of suitable plans for the co-ordinated development of the National Capital District. The Commission shall have the right to replace any member at any time for cause and to fill vacancies as they occur.

The function of the Committee shall be to draw up a master plan of the National Capital District as it considers desirable and to advise the Commission on its subsequent and gradual development over a term of years having in mind at all times the necessary interest of the people as represented by the Government of Canada, the Government of the Provinces of Ontario and Quebec, the cities of Ottawa and Hull and other municipalities within the National Capital District.

The Committee shall meet in Ottawa as often as is necessary and shall hear and carefully consider representations at any time from any municipal or governmental body within the National Capital District and from such other bodies or associations as they may decide to hear, to the end that all interested bodies may help to formulate and design a master plan which will have behind it the maximum amount of public support and approval. All questions at issue in the Committee shall be decided by a majority vote. The members of the Committee shall serve without remuneration but they shall be paid their actual disbursements for expenses necessarily incurred in the

discharge of their duties. The Secretary of the Commission shall act as the secretary of the Committee.

The Committee shall appoint, and have charge of, such staff as it requires for the proper and prompt carrying out of its functions and shall fix their remuneration and length of service. Mr. Jacques Gréber, Paris, France, shall act as consultant to the Committee and during his time spent in Ottawa shall have direct charge of the detailed work of the staff. During his absences from Ottawa the Committee shall appoint one of the staff to act in charge.

All expenses of the Committee shall be paid by the Commission from funds appropriated by the Government of Canada for such purposes. The Commission may accept, however, if it so decides, any moneys which might be contributed by any other governmental body towards defraying a portion of the necessary expenses of the Committee. All expenditures so made shall be subject to the audit of the Auditor General in the same manner as other public moneys.

The Committee shall submit a report to the Government of Canada, through the Commission, from time to time as required, and at least annually, on its activities and of expenditures made on its behalf.

Passed this 8th day of March, 1946.

FEDERAL DISTRICT COMMISSION

Ottawa, Canada.

(Sgd.) F. E. Bronson, Chairman

(Sgd.) H. R. Cram, Secretary

APPENDIX 2

DELIMITATION OF THE NATIONAL CAPITAL REGION

P. C. No. 5634

August 16, 1945.

Extract from certified copy of a Minute of a Meeting of the Committee of the Privy Council, approved by His Excellency the Governor General on the 16th August, 1945

The Committee of the Privy Council have had before them a report, dated 29th May, 1945, from the Right Honourable W. L. Mackenzie King, the Prime Minister, representing that the Joint Committee of the Senate and House of Commons appointed to review special problems arising out of the location of the seat of Government in the City of Ottawa and other matters made a report on the first of August, nineteen hundred and forty-four, recommending inter alia:

3. That for the said purposes "National Capital district" be defined as follows:

Commencing at a point where the division line between the Townships of McNab and Fitzroy in the Province of Ontario meets the south shore of the Ottawa river; thence southwesterly along the said division line to the line between Concessions 2 and 3 in the Township of Fitzroy; thence southeasterly along the last-mentioned line to the line between Lots 15 and 16 in the said Township; thence northeasterly along the last-mentioned line and across Concessions 3, 4, 5, 6, 7, 8, 9, 10, 11 and 12 to the line between the Townships of Fitzroy and Torbolton; thence southeasterly along the last-mentioned line and continuing along the line between the Townships of Huntley and March to meet the line

between the Townships of March and Goulbourn; thence northeasterly along the last-mentioned line to the line between the Townships of Goulbourn and Nepean; thence southerly along the last-mentioned line to the line between Lots 30 and 31, Rideau Front in the Township of Nepean; thence northeasterly along the last-mentioned line to the line between Concessions 2 and 3, Rideau Front, in the Township of Nepean; thence southerly along the last mentioned line to the line between the Townships of Nepean and North Gower; thence easterly along the last-mentioned line and continuing along the line between the Townships of Gloucester and Osgoode to meet the line between the Townships of Gloucester and Cumberland; thence northwesterly along the line between the Townships of Gloucester and Cumberland and continuing along the line between the Townships of Gloucester and Cumberland to its intersection with the south shore of the Ottawa river; thence crossing the Ottawa river in a straight line to its north shore to the point where the line between the Townships of Templeton and Buckingham, Province of Quebec, intersects the river; thence northerly along the last-mentioned line to the line dividing the Gore of Templeton from Range 1 in the Township of Portland; thence westerly along the last-mentioned line and continuing westerly along the line between Range 4 and Range 5 in the Township of Wakefield to the line between the Townships of Wakefield and Masham; thence northerly along the last-mentioned line to the line between Ranges 4 and 5 in the Township of Masham to the line between the Townships of Masham and Onslow; continuing westward along the line between Range 11 and Range 12 in the Township of Onslow to meet the line between the Townships of Onslow and Bristol; thence southerly along the last-mentioned line to its intersection with the north shore of the Ottawa river; thence southwesterly in a straight line across the Ottawa river to the place of beginning, comprising 900 square miles more or less.

APPENDIX 3

Proposed Joint Operation
Ottawa Railway Terminal

Plan 5-B

To establish the joint operation by a Terminal Company of the railways south of the Ottawa River, re-arrangement of the railway facilities must be constructed by stages. The stages are as listed below, with the year of start of each stage shown as zero year, followed by the number of years estimated to complete, and the estimated cost.

	Year of Completion	Estimated Cost
1. Connection in the southeast and northeast angle of Walkley Diamond	0 + 1	\$ 62,000
2. Connection at Bell's Corners Two alternate proposals are possible (a) where CPR use its present underpass (b) where Provincial Hwys. Dept. use CPR underpass	0 + 2	334,000
3. Connection in three angles at CPR Elwood Diamond	0 + 2	87,000
4. New CNR freight shed and team tracks at Hurd- man	0 + 2	611,000
5. New express and mail buildings at Union Station	0 + 3	1,541,000
6. Trucking tunnel under Station tracks and altera- tion to tracks	0 + 3	

JOINT COMMITTEE

	Year of Completion	Estimated Cost
7. Abandon CPR Sussex Branch. Sussex Street to Beechwood Avenue	0 + 4	Nil; exchange of facilities
8. Connection between Hawthorne & Mile 83, Montreal and Ottawa Subdivision, CPR	0 + 4	189,000
9. Arrangement for integration of NYC operations with terminal operations	0 + 4	Nil; exchange of facilities
10. To provide under crossings for the proposed Queensway and other highways in the vicinity of Hurdman and the crossing of the Rideau Canal. It would seem advisable to raise the elevation of the railways, which will involve a new double tracks bridge over the Rideau River in lieu of the present two railway bridges, also a new fixed span bridge over the Rideau Canal. Thus all level crossings in this area would be eliminated. This elevation of tracks at Hurdman may lead to a revision of the timing for the abandonment of the Sussex Branch of the CPR in that vicinity from that shown on this statement	0 + 5	1,731,000
11. Abandon CPR Bell's Corners to Ottawa West..	0 + 5	Nil; exchange of facilities
11A. Railway Signals for Central Train Control....		1,500,000
11B. Additional land, etc.		100,000
12. North Shore trains to use Ottawa West Station (abandon Interprovincial Bridge as soon as feasible)	0 + 5	Nil; exchange of facilities
12A. Grade separation and other alterations on Prescott Subdivision of CPR between Bowesville Road and proposed Queensway	0 + 5	3,845,000
13. New passenger station Walkley Road (Ottawa West Station to remain)	0 + 20	} Not Estimated
14. Construct CPR freight shed and team tracks at Hurdman	0 + 20	
15. Abandon CNR main line to Wass	0 + 20	
		<hr/> \$10,000,000 <hr/>

APPENDIX 4

Index to Financial Statements Referred to in Exhibits 31 to 34 (page 1 (c))	
(a) Chart 31—Development of the National Capital—costs	(Page 2)
(b) Chart 31—Development of the National Capital—costs Details of Lands Purchased	(Page 3)
(c) Chart 31—Development of the National Capital—costs Details of Miscellaneous Construction on Commission Properties	(Page 4)
(d) Chart 31—Development of the National Capital—costs Details of Assistance to Municipalities	(Page 5)
(e) Chart 32—National Capital Plan Expenses Committee Expenses, Planning, Engineering and Information Expenses	(Page 6)
(f) Chart 33—Maintenance of Government Grounds—costs Grounds adjoining Government Buildings at Ottawa	(Page 7)
(g) Chart 34—Maintenance—Capital Expenditures Parks and Parkways of the Commission	(Page 8)

APPENDIX 4

(a) CHART 31—DEVELOPMENT OF THE NATIONAL CAPITAL—COSTS

April 1, 1947 to March 31, 1958, fiscal years 1955-56 to 1957-58 inc., estimated

Years	Lands Purchased	Mackenzie King Bridge Construction	Relocation of Railway Facilities	Miscellaneous Construction on Commission Properties	Assistance to Municipalities	Miscellaneous Maintenance Expenses	Totals
	\$	\$	\$	\$	\$	\$	\$
1947-48.....	369,771					867	370,638
1948-49.....	928,885					7,948	936,833
1949-50.....	1,104,935					14,278	1,146,200
1950-51.....	1,133,566	400,878	92,078	26,987		7,552	1,634,074
1951-52.....	633,488	666,456	412,282	20,713	69,000	31,025	1,832,964
1952-53.....	1,108,833	100,563	397,474	132,912	157,109	14,645	1,911,536
1953-54.....	1,484,254	110,284	354,963	292,943	411,746	24,433	2,678,623
1954-55.....	2,626,489	60,271	1,111,729	666,533	1,018,832	25,101	5,508,955
1955-56 (estimated).....	2,300,000	15,000	800,000	702,500	1,129,650	30,000	4,977,150
1956-57 (estimated).....	1,580,500	5,000	1,000,000	944,500	435,000	35,000	4,000,000
1957-58 (estimated).....	1,000,000	10,000	1,000,000	453,027	500,000	40,000	3,003,027
	(detailed (b)) 14,270,721	1,368,452	5,168,526	(detailed (c)) 3,240,115	(detailed (d)) 3,721,337	250,849	28,000,000

NOTE.—1957-58 is the last year of the ten year term of votes at the rate of \$2,500,000 per year.

(b) Chart 31—Development of the National Capital—costs

DETAILS OF LANDS PURCHASED

April 1, 1947 to March 31, 1958,

fiscal years 1955-56 to 1947-58 inc. estimated

Industrial and railway sites, Township of Gloucester	\$ 1,497,039
East West Limited Access Highway	1,754,071
Station Boulevard	86,497
Western Parkway	824,547
Eastern Parkway	1,375,144
Rideau River Driveway	2,007,986
Ottawa River Driveway	2,483,241
Hull South Parkway	479,925
Hull general lands	505,694
Gatineau Park	2,550,004
Mackenzie King Bridge	517,386
Sussex Drive	155,000
Miscellaneous sites	34,187
Total	<u>\$14,270,721</u>

(c) Chart 31—Development of the National Capital—costs

Details of Miscellaneous Construction on Commission Properties

April 1, 1947 to March 31, 1958,

fiscal years 1955-56 to 1957-58 inc. estimated

Parkways in Gatineau Park	\$ 1,454,872
Lac des Fées Parkway	451,854
Miscellaneous parkway development in Ontario including Col. By Drive	687,303
Development of Hog's Back Park	252,059
Development of Hull parks	60,800
Development of Gatineau Park	62,200
Miscellaneous construction projects	271,027
Total	<u>\$ 3,240,115</u>

(d) Chart 31—Development of the National Capital—costs

Details of Assistance to Municipalities

April 1, 1947 to March 31, 1958,

fiscal years 1955-56 to 1957-58 inc. estimated

Grants to Ottawa for construction of sewers and water mains	\$ 1,451,993
Contribution re Bytown Bridges and improvements to Sussex Drive	1,009,574
Improvements to Hull approaches to Chaudiere Bridge ...	500,068
Improvements to Ottawa approaches to Chaudiere Bridge	307,232
Contribution for construction of Dunbar Bridge	225,000
Share of cost of improvements to Bronson Avenue Bridge	195,000
Share of cost of traffic survey, in Ottawa, "Wilbur Smith"	4,525
Share of cost of placing wires underground on DeGaulle Boulevard, in Ottawa	12,945
Assistance to municipalities re zoning	15,000
Total	<u>\$ 3,721,337</u>

(e) Chart 32—National Capital Plan Expenses
Committee Expenses, Planning, Engineering and
Information Expenses

April 1, 1947 to March 31, 1958,

fiscal years 1955-56 to 1957-58 inc. estimated

Years	Expended by the Department of Public Works	Expended by the Commission	Total Expenditures
1947-48	\$ 78,296	\$ 34,087	\$ 112,383
1948-49	100,372	100,000	200,372
1949-50	120,048	100,000	220,048
1950-51	111,914	77,500	189,414
1951-52	39,260	36,295	75,555
1952-53	46,045	42,876	88,921
1953-54	27,334	64,205	91,539
1954-55 .....	.....	101,114	101,114
1955-56 (Estimated) .....	.....	98,600	98,600
1956-57 (Estimated) .....	.....	105,000	105,000
1957-58 (Estimated) .....	.....	110,000	110,000

Note: The National Capital Planning Service of the Department of Public Works was transferred to the Federal District Commission on November 19, 1953.

(f) Chart 33—Maintenance—Government Grounds—costs

Grounds adjoining Government Buildings at Ottawa

April 1, 1945 to March 31, 1956

Years	General Maintenance and Improvements	Administration	Miscellaneous	Total Expenditures
1945-46	\$117,126	\$ 8,711	\$ 10,696	\$136,533
1946-47	134,115	9,458	10,725	154,298
1947-48	147,558	10,370	10,356	168,284
1948-49	166,846	12,136	9,717	188,699
1949-50	197,517	20,740	11,371	229,628
1950-51	169,298	16,220	24,610	210,128
1951-52	220,163	37,327	22,029	279,519
1952-53	239,194	34,946	.....	274,140
1953-54	285,833	36,725	6,646	329,204
1954-55	314,986	43,395	10,400	368,781
1955-56*	357,400	33,000	11,000	401,400

* Estimated

APPENDIX 4

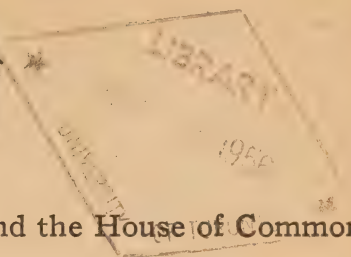
(g) CHART 34—MAINTENANCE—CAPITAL EXPENDITURES, PARKS AND PARKWAYS OF THE COMMISSION
April 1, 1945 to March 31, 1956

	1945-46	1946-47	1947-48	1948-49	1949-50	1950-51	1951-52	1952-53	1953-54	1954-55	Estimated 1955-56
INCOME—											
1—Statutory Grant.....	200,000	300,000	300,000	300,000	300,000	300,000	300,000	300,000	300,000	300,000	300,000
2—Parliamentary Appropriations.....	112,720	51,216	121,801	74,642	105,166	96,814	133,802	135,500	135,500	121,607	112,000
3—Miscellaneous Income.....	24,902	41,757	37,119	42,359	77,791	65,863	80,581	120,592	170,502	157,930	140,000
4—Rentals from properties and interest income.....				17,272	38,073	62,992	56,241	71,589	90,442	125,799	130,000
TOTAL INCOME.....	224,902	454,477	388,335	481,432	490,506	534,021	533,636	625,983	696,444	705,336	682,000
<i>Add:</i> Amounts transferred from Surplus Funds.....	19,578	8,576						17,839	106,539	43,902	126,020
<i>Less:</i> Amounts transferred to Surplus Funds.....			30,224	36,173	67,541	126,316	106,447				
	244,480	463,053	358,111	445,259	422,965	407,705	427,189	643,822	802,983	749,238	808,020
EXPENDITURES—											
Operating and Maintenance—											
Maintenance and repairs.....	190,017	317,385	304,226	402,343	345,660	317,261	348,920	490,072	556,115	571,822	637,320
Administration.....	17,422	18,694	21,604	25,138	33,404	37,062	31,078	35,182	36,724	43,395	66,000
Miscellaneous.....	3,000	3,000	5,500	5,500	6,019	6,010	12,700	7,126	31,364	46,325	55,300
	210,439	339,079	331,330	432,981	385,083	360,333	392,698	532,380	624,203	661,542	758,620
Capital Expenditures—											
Machinery, motor vehicles and equip- ment.....	7,958	29,929	26,781	8,160	23,111	14,720	13,883	49,627	56,404	64,954	43,000
Land purchases.....	20,185	90,829			14,771	21,483	9,685	205	7,018	79	
Buildings.....	4,291			4,118				29,602	68,527	15,420	
Roads, parks and boulevards.....	1,607	3,216				11,169	10,923	32,008	46,831	7,243	7,000
	34,041	123,974	26,781	12,278	37,882	47,372	34,491	111,442	178,780	87,696	50,000
TOTAL EXPENDITURES.....	244,480	463,053	358,111	445,259	422,965	407,705	427,189	643,822	802,983	749,238	808,620

Canada, Federal District Commission,
Joint Committee of the Senate and
the House of Commons on the

THIRD SESSION—TWENTY-SECOND PARLIAMENT

1956



Joint Committee of the Senate and the House of Commons
on the

FEDERAL DISTRICT COMMISSION

Joint Chairmen:—The Honourable Senator F. W. Gershaw
and
Mr. Armand Dumas, M.P.

MINUTES OF PROCEEDINGS AND EVIDENCE
No. 2

THURSDAY, APRIL 19, 1956
FRIDAY, APRIL 20, 1956

WITNESS:

Major General Howard Kennedy, C.B.E., M.C., M.E.I.C., F.E.,
Chairman, Federal District Commission.

EDMOND CLOUTIER, C.M.G., O.A., D.S.P.
QUEEN'S PRINTER AND CONTROLLER OF STATIONERY
OTTAWA, 1956.

MEMBERSHIP OF THE COMMITTEE FROM THE SENATE

Honourable Senator F. W. Gershaw, *Joint Chairman*,

and Honourable Senators

Aseltine, W. M.

Cameron, Donald

Connolly, J. J. (*Ottawa West*)

Connolly, H. J. (*Halifax*)

Dessureault, J. M.

Lambert, Norman P.

Reid, Thomas

MEMBERSHIP OF THE COMMITTEE FROM THE HOUSE OF COMMONS

Mr. Armand Dumas, *Joint Chairman*,

Aitken, Margaret (Miss),
and Messrs.

Blair, W. G.

Buchanan, W.

Caron, A.

Coldwell, M. J.

Fraser, Alan (*St. John's East*)

¹Ellis, Claude

Gour, J. O. (*Russell*)

²Hansell, E. G.

Harkness, D. S.

Houck, W. L.

Leduc, R. (*Gatineau*)

Mang, H. P.

McIlraith, G. J.

Nowlan, G.

Philpott, E.

Richard, J. T. (*Ottawa East*)

Robichaud, A. J.

Weselak, A. B.

¹ Replaced Mr. Noseworthy on April 18th.

² Replaced Mr. Low on March 22nd.

Antoine Chassé,
Clerk of the Committee.

CORRECTIONS

Page 18

In the third question by Mr. Caron, in the second line, substitute "Papineau" for "Val Tetreau".

Page 39

Under Section 2(d), in the third line of the first paragraph of the said section, substitute "1850" for "1950".

ORDER OF REFERENCE FROM THE HOUSE

WEDNESDAY, April 18, 1956.

Ordered,—That the name of Mr. Ellis be substituted for that of Mr. Noseworthy on the said Committee.

Attest.

LEON J. RAYMOND,
Clerk of the House.

MINUTES OF PROCEEDINGS

The Senate, Room 368,
THURSDAY, April 19, 1956

The Joint Committee of the Senate and the House of Commons, appointed to review and report upon the progress and programs of the Federal District Commission in developing and implementing the Plan for the National Capital, met at 11.00 o'clock a.m. Mr. Dumas, Joint Chairman, presided.

Present:

The Senate: Honourable Senators Cameron, Connolly (*Ottawa West*), Connolly (*Halifax North*), Lambert.

The House of Commons: Messrs. Blair, Caron, Coldwell, Dumas, Fraser (*St. John's East*), Gour (*Russell*), Hansell, Harkness, Houck, Leduc (*Gatineau*), Mang, McIlraith, Richard (*Ottawa East*), Robichaud, Weselak.

In attendance: Mr. R. B. Bryce, Clerk of the Privy Council and Secretary to the Cabinet; and for the *Federal District Commission*, Major-General Howard Kennedy, C.B.E., M.C., M.E.I.C., F.E., Chairman; Messrs. Alan K. Hay, M.E.I.C., General Manager; H. R. Cram, M.E.I.C., Assistant General Manager; J. Edouard Handy, Secretary; D. L. McDonald, M.T.P.I.C., C.S.L.A., Director of Planning, Walter Bowker, Director of Information and Marcel Couture, Chief Accountant.

The presiding Chairman read communications which had been sent to the Premier of Ontario, the Premier of Quebec, the Mayor of Ottawa and the Mayor of Hull, and the answers received.

On motion of Mr. Gour, it was ordered that the letters in French, not included in the verbatim report of evidence, be appended to the printed report of the day's proceedings. (See Appendix "A")

The Chairman also informed the Committee of the informal visit of a group of members, during recess, to the offices of the Federal District Commission for a preview of the charts and plans prepared for the use of the Committee and which are now displayed in Room 368 of the Parliament Building. At the same time, he, on behalf of the Committee, congratulated the officials of the F.D.C. for the excellent display.

The presiding chairman informed the Committee that distribution had been made of a schedule dated April 17, 1956, showing the computation of annual grants payable to the Corporation of the City of Ottawa *re* construction, in advance of needs, of sewers and water mains.

On motion of Mr. Caron, the said schedule was ordered to be appended to the day's printed report of proceedings as Appendix "B".

Mr. Dumas expressed the Committee's regret of the unexpected death of Mr. J. W. Noseworthy, who was a member of the Committee, and on motion of Mr. Houck, seconded by Mr. Richard (*Ottawa East*), it was agreed that condolences be expressed to the late Mr. Noseworthy's family and to his colleagues in the House, through Mr. Coldwell.

The presiding chairman also informed the Committee that word had been received from the following of their intention to present briefs: the Town of Aylmer, the Conseil métropolitain de l'ouest du Québec, the Board of Trade of Aylmer, and the Municipality of Hull-South.

The Committee then resumed from Tuesday, March 27th, the adjourned consideration of the brief presented by the Federal District Commission.

Major-General Howard Kennedy continued with his presentation. He continued reading of the brief and was questioned at length thereon. He was assisted by Messrs. Hay, McDonald, Couture, and Cram.

At 12.30 p.m., the Committee took recess.

AFTERNOON SITTING

The Committee met at 3.00 o'clock, p.m. Mr. Armand Dumas, Joint Chairman, presided.

Present:

The Senate: Honourable Senators Cameron, Connolly (*Ottawa West*), Lambert.

The House of Commons: Messrs. Blair, Caron, Coldwell, Ellis, Dumas, Fraser (*St. John's East*), Gour (*Russell*), Hansell, Harkness, Houck, Leduc (*Gatineau*), Mang, McIlraith, Philpott, Richard (*Ottawa East*), Robichaud.

In attendance: Same as those listed as in attendance at the morning sitting.

The Committee resumed from the morning sitting the adjourned consideration of the brief presented by the Federal District Commission. Major-General Kennedy was again questioned and Messrs. Hay, Couture, McDonald and Cram assisted.

At 5.30 o'clock, the Committee adjourned to meet again at 11.30 a.m. Friday, April 20, 1956.

FRIDAY, April 20, 1956.

The Committee met at 11.30 a.m. Mr. Armand Dumas, Joint Chairman, presided.

Present:

The Senate: Honourable Senators Cameron, Connolly (*Ottawa West*), Lambert, Reid.

The House of Commons: Messrs. Blair, Caron, Coldwell, Dumas, Ellis, Fraser (*St. John's East*), Gour (*Russell*), Harkness, Leduc (*Gatineau*), Mang, McIlraith, Philpott, Richard (*Ottawa East*), Robichaud, Weselak.

In attendance: Same officials as listed at the sittings on the previous day.

The Committee resumed from Thursday the adjourned consideration of the brief presented by the Federal District Commission.

Major-General Howard Kennedy continued with the presentation of the brief and was questioned thereon. He was assisted by Messrs. Hay, Couture, and McDonald.

In the course of the examination of Major-General Kennedy, the Chairman informed the members that distribution was being made of a map of Gatineau Park and also a copy to each member of the report on The Queensway-Limited Access Highway.

At 12.50 o'clock p.m., the Committee adjourned to meet again at 11.00 o'clock a.m. Tuesday, April 24th, 1956.

Antoine Chassé,
Clerk of the Committee.

EVIDENCE

THURSDAY, April 19, 1956.
11.00 a.m.

The PRESIDING CHAIRMAN (*Mr. Dumas*): Gentlemen, I see that we have a quorum.

First of all, there are a few things which I would like to report. In accordance with the wishes of the committee, we have sent out official letters of invitation to attend before this committee. One of these letters was addressed to the Premier of the province of Ontario, another to the Premier of the province of Quebec, and the others to the mayors of the cities of Ottawa and Hull. I will read one of those letters and will also read the answers.

One letter was addressed to the Hon. Leslie M. Frost:

OTTAWA, ONTARIO, March 28, 1956.

The Honourable Leslie M. Frost, Q.C., M.P.P.,
Premier of Ontario,
Queen's Park,
Parliament Buildings,
Toronto, Ontario.

Honourable Sir,

The joint committee of the Senate and the House of Commons, appointed to review and report upon the progress and programs of the Federal District Commission in developing and implementing the plan for the national capital, has just commenced its work. In this connection, you will find enclosed a copy of the brief submitted by the Federal District Commission which is now under review by the committee.

I have been directed by the joint chairmen, the Hon. Senator F. W. Gershaw and Mr. Armand Dumas, M.P., to communicate the above information to you and to extend to you, or to whomever you may designate, to attend before the committee and to present the view of your government on the matter, if you so desire.

If it is your intention to accept the committee's invitation, it would be appreciated if you would, in your reply, indicate whether the representations you wish to make will be in writing or simply oral, or both.

In the event that a brief is to be submitted, whether or not through attendance before the committee, 50 copies of the brief should be in the hands of the committee not later than Thursday, April 19, 1956, at which time attendance dates, suitable to all concerned, may, if necessary, be arranged.

The committee will be grateful if your advice in this matter is received at the earliest possible date.

Please accept, honourable sir, the expression of my highest regards.

(Signed) Antoine Chassé,
Clerk of the Joint Committee on
the Federal District Commission.

JOINT COMMITTEE

Similar letters were addressed to Mr. Duplessis and the mayors of Ottawa and Hull.

We have had a letter from Mr. McIntyre, secretary of the cabinet of Mr. Frost:

TORONTO 2, ONTARIO,
April 4, 1956.

Dear Mr. Chassé:

Your letter of March 28 is at hand. Mr. Frost is away from the city for several days but on his return I shall be glad to draw his attention to the same.

Very sincerely yours,

(Signed) W. M. McIntyre,
Secretary of the Cabinet.

We also have an answer from Her Workship, Mayor Charlotte Whitton:

MARCH 29, 1956.

Dear Mr. Chassé:

This will acknowledge receipt of your letter of March 28. I regret to advise that Her Worship the mayor is away for some days on holiday. In the meantime, the city commissioner of finance, Mr. J. H. Lowther, has been in touch with Mr. Armand Dumas, M.P., chairman of the Joint Committee on the Federal District Commission, with a view to extending the date of the submission of the city's brief and, at Mr. Dumas' suggestion, Mayor Whitton will be asked to get in touch with him immediately upon her return.

Yours truly,

(Signed) D. Crooks
for secretary.

Then, I have a letter from H. W. the Mayor of Hull.

APRIL 17, 1956.

Dear Sir,

I acknowledge receipt of your kind invitation to attend a meeting of the committee and to present the council's opinion.

A special committee is preparing a brief which outlines what we consider to be in the best interest of the country and in particular of our city and of the Quebec area. This brief, which will be completed in a few days, should be filed next week. As requested, we will send you the required number of copies in both French and English. If the members of the committee so desire, we will attend the meetings and be ready to furnish any further details.

Yours very truly,

(Signed) Thomas Moncion,
Mayor.

(See also Appendix "A").

Now, since the last official meeting of the committee, we had an informal meeting at the headquarters of the Federal District Commission on Carling Avenue. This visit, I hope, was very profitable, to all the members of the committee. We had a preview of the charts and plans which have been prepared for the use of the committee. Those charts and plans are now displayed here, and I wish to take this opportunity of congratulating the staff of the Federal District Commission for the excellent job they have done in displaying those maps and charts in this room.

You will also notice that yesterday distribution was made by mail to all members of the committee, including Mr. Ellis, who replaces the late Mr. Noseworthy who was a member of this committee, of a schedule, dated April 17, 1956, showing the computation of annual grants payable to the corporation of the city of Ottawa re construction, in advance of need, of sewers and water mains. (See appendix "B").

This morning I would like to say that all the members of the committee were very much upset by the sudden death of one of the members of the committee, Mr. Noseworthy, and I think it will be the wish of the committee that condolences be extended to Mrs. Noseworthy, the members of her family, and through Mr. Coldwell to his colleagues in the house.

I also wish to mention that word has been received from the Town of Aylmer, the Municipality of Hull South; and from the metropolitan council of western Quebec stating that they will have briefs to file within the next few days. When we have these briefs they will be distributed to the members of the committee.

Now, gentlemen, if it is the desire of the committee I think we will proceed with the brief of the Federal District Commission.

Mr. CARON: Before we proceed, I would like to make a correction on page 18 of the minutes of proceedings and evidence No. 1. I said: "counties of Pontiac, Gatineau and Papineau", and Val Tetreau has been entered instead of Papineau.

The PRESIDING CHAIRMAN: Thank you.

Now, we will proceed with the brief of the Federal District Commission. I think we were through with section 2(a) and we will now proceed with section 2(b). For those who were not here before, I think it should be stated that it is the pleasure of the committee that we go through a section at a time before questions are put to Major-General Kennedy.

Major General Howard Kennedy, M.C., C.B.E., M.E.I.C., F.E., chairman, the Federal District Commission, called.

The WITNESS: The first portion deals with the early history of the Ottawa Improvement Commission leading up to the formation of the Federal District Commission in 1927. I will carry on from there.

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SECTION 2 (b)

FEDERAL DISTRICT COMMISSION

History 1927-1946

During the nineteen twenties, it became apparent that the activities of the Commission were too restricted in scope and the funds inadequate to accomplish the desired results.

In 1927, the Federal District Commission Act was passed, renaming the Ottawa Improvement Commission the Federal District Commission, and extending the area of its operations to Hull. The membership was increased from eight to ten, and one at least of the new Commissioners was to be a resident of Hull.

The annual grant was increased to \$250,000 for a period not exceeding fifteen years from April 1, 1927.

In 1928 a special grant of \$3,000,000 was given the Commission to permit the carrying out of capital works, and the annual grant was reduced to \$200,000.

In 1945 the government retained the services of the eminent French city planner, Jacques Gréber, to direct the preparation of a comprehensive, long-range master plan for the suitable development of the National Capital and its 900 square mile region. For that purpose Mr. Gréber was named consultant to the National Capital Planning Committee.

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The Federal District Commission Act was amended in 1946, and on subsequent occasions to give the Commission the powers necessary to carry out its responsibilities. The membership was increased from ten to twenty to permit the appointment of a commissioner resident in each of the provinces, and the annual grant was increased to \$300,000. At the same time the Commission was given a special grant of \$3,000,000 to permit a start on large scale land acquisitions required with the advent of the National Capital Plan.

The present organization, powers and responsibilities of the Commission are present in Section 1, page 4.

The PRESIDING CHAIRMAN: Are there any questions on this section?

Then, we will proceed with section 2 (c).

The WITNESS: Now, this is more or less a list of the things which have been carried out by the commission over the years and the planning which went into them.

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SECTION 2 (c)

Works carried out by the Ottawa Improvement Commission and its successor, The Federal District Commission from 1899 to 1945.

In 1903 Mr. F. G. Todd, an outstanding Canadian landscape architect, made a comprehensive plan for the Commission to follow in carrying out the responsibilities and duties with which it was charged. It was a park and parkway plan, but in the report accompanying his proposals Mr. Todd drew attention to the need for a city plan to guide the development of the Capital along desired lines and control the haphazard industrial and commercial development which already had destroyed much of the natural beauty of the Capital's site and marred the surroundings of the federal public buildings.

Mr. Todd's plan was largely followed in the development of the park and driveway system prior to 1945.

Twenty-two miles of urban scenic drives were constructed. On the east the system begins with Lady Alexander Drive, which runs from the RCMP Barracks, and winds around the high banks of the Ottawa River through Rockcliffe Park to the entrance to Government House. Sussex Drive—a city street, and the Bytown Bridges provide the link to the next section, named Lady

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Grey Drive, which begins near Dalhousie Street and winds around the water-front cliffs below the Royal Canadian Mint and the National Archives to St. Patrick Street. Mackenzie Avenue, another city street, provides the link with the next section, named Queen Elizabeth Drive, which runs southerly and westerly along the west bank of the Rideau Canal, past the Exhibition Grounds, and through a pleasant residential area, around Dow's Lake (once a swamp area with nearby lumber yard) and through the extensive grounds of Central Experimental Farm to Carling Avenue. The Driveway becomes Island Park Drive at this intersection and continues northerly, bordered by attractive residences, to the Champlain Bridges, built by the Commission in 1927, which extend the system to a junction with the Aylmer Road on the Quebec side of the Ottawa River. Another branch of the system, known as Echo Drive, extends along the east bank of the Rideau Canal from Hawthorne Avenue at the east end of Pretoria Bridge to Bronson Avenue. (In 1953 this section was extended southerly along the route of the old Canal Road, renamed Colonel By Drive, to Hog's Back, but rebuilding is not yet completed.)

Up to 1945 the Commission also developed and maintained 900 acres of urban parks. Some of the parks, such as Rockcliffe, Strathcona, Dundonald, Bronson Park and McDonald Gardens are on lands leased from the City of Ottawa and developed and maintained at the expense of the Commission.

In 1937 the Commission was empowered to acquire land for the development of Gatineau Park, in the beautiful wooded hill and lake country of the Laurentians in Quebec, west of the Gatineau River and immediately north and west of Hull. A start was made on land acquisitions in the Kingsmere area, but the work was interrupted by the outbreak of the Second World War, and not resumed until 1946.

Between 1937 and 1939 Confederation Square was developed as the site for the National War Memorial. The City of Ottawa shared in this project by widening and boulevarding Elgin Street south from Queen Street to Laurier Avenue at its own cost.

Expenditures by the Commission on these works, and their maintenance, between 1899 and 1945 totalled \$9,650,000.

The PRESIDING CHAIRMAN: Are there any questions on this section?

By Mr. Coldwell:

Q. I have a question with respect to the first paragraph. What was done after the Todd report to prevent the haphazard development of commercial and industrial areas in the city? Was anything done in the zoning of the city?—A. No. I am quite sure there was nothing done at that time.

Q. That is, the Federal District Commission did the work of beautification along the drives, and the city did not carry out the zoning as requested in the Todd report?—A. That is right.

Q. Has the commission any information regarding the number of acres the city maintains as parks in the city? I see we maintain Rockcliffe, Strathcona, Dundonald and Bronson Parks and McDonald Gardens.

Mr. ALAN K. HAY (*General manager, Federal District Commission*): We can obtain for you the exact acreage.

Mr. COLDWELL: I think we should have that information because we want to know what the city is doing as well.

Then, in connection with land acquisition in the Kingsmere area, in driving across the late Mr. Mackenzie King's estate, I have noticed signs "lots for sale". Evidently there has been building along the route to Kingsmere during the last few years. What is the situation there?

The WITNESS: Actually, respecting some property there, we have not been able to come to any reasonable agreement as to the purchase price. So far, we have not expropriated for one reason that there is some question as to the validity of expropriation for parklands—not for roads and buildings, but for parks.

By Mr. Coldwell:

Q. Is that due to the provincial law in the province of Quebec?—A. That is the provincial interpretation of the act. It has not been tested yet.

Q. Why has it not been tested?—A. I really could not answer that.

Q. What I have in mind is this: this sale of land leading to Kingsmere and the building of dwellings there will mean that the commission if it desires, as I think perhaps it will have to sometime, to include this property in the park area, will find it will be a very costly procedure. It seems to me that every step should be taken to make sure that we get this land, which is very desirable from the point of view of the park, in the hands of the commission at as early a date as is possible. I am surprised, therefore, that the validity of the opinion of the legal advisers in the province of Quebec has not been tested.—A. This is one of the things which we are including as a recommendation. It is one of our recommendations that it be made clear whether or not we have that right to expropriate for parkland.

Senator LAMBERT: Has the commission taken any steps at all to receive legal advice as to its powers of expropriation under the Expropriation Act?

The WITNESS: Yes. I want to check with Mr. Cram on this, but I think it is the belief of the Department of Justice that we have such rights.

Mr. H. R. CRAM: That is right.

Mr. CARON: And it is our belief that you do not have such rights.

The WITNESS: I am not sure.

Mr. McILRAITH: It depends on the use of the word "of".

Mr. RICHARD (*Ottawa East*): I suppose this is a broad way of stating the case. There is always the question of a government's rights. Has it the right to expropriate land for parks; and then whether the government had the right, in the first place, to delegate the authority of expropriation to the commission. There are quite a few problems. I have been raising this for a number of years in the house, and outside, and I think it would be a good thing if a test case were made which would not involve any hardship on the party who was willing to be the other side of the case, so that the commission could have the proper understanding and do away with that apparent hostility from some people who feel that the commission—and perhaps the commission is not to blame—but the commission is being blamed for exercising their rights which some people think they do not have. Once the Expropriation Act is exercised it is a rough procedure on the ordinary citizen.

Mr. COLDWELL: It seems to me that it is very important that this matter be settled.

The WITNESS: I think that it certainly should be settled now.

By Mr. Richard (Ottawa East):

Q. In reference to this park system, you were speaking about Rockcliffe and Lady Grey Drive. Is any part of King Edward Avenue the property of the Federal District Commission, or is it in the plans for a park road or anything?

Mr. HAY: Only in so far as the boulevard is filled with large trees. The roadways are the obligation of the city of Ottawa.

By Mr. Richard (Ottawa East):

Q. Who owns the centre part?—A. The city of Ottawa. We just maintain it under lease.

Q. It is maintained as it is now, and you cannot call it a park.—A. It is not our property.

Mr. McILRAITH: What is your interest in maintaining the trees in the centre of the street if you do not have control over the street?

Mr. HAY: Many years ago there was a scheme, for occasions such as the opening and the closing of parliament, to route the Governor General by the Minto Bridges and up King Edward Avenue to the House of Commons. The old commission of that day improved King Edward Avenue as part of this scheme. It is an idea which has long since outlived its usefulness. For 50 years we have been looking after those trees. Speaking personally, we would be very glad to get rid of them.

By Mr. Richard (Ottawa East):

Q. Has the present Federal District Commission decided that King Edward Avenue is not part of its plan?—A. It is not part of the national capital plan.

Q. So, you will not be developing that area of King Edward Avenue?—A. No.

Q. Not at all?—A. Not unless changes are made in the plan.

Q. At present you are just caretakers for the trees and for whatever grass there is?—A. Yes.

By Senator Connolly (Ottawa West):

Q. On page 15, you say that some of the parks are leased from the city of Ottawa and developed and maintained at the expense of the commission. Mr. Coldwell asked a question on that point, but could I obtain some further information? Would it be possible to get a detailed list of the parks that are maintained by the city of Ottawa and those owned by the city of Ottawa and leased to the Federal District Commission?—A. That is practically the same list which is there, but we will provide an official list.

Q. In other words, all these parks here are owned by the city and leased to the Federal District Commission?—A. Yes.

Mr. COLDWELL: On what terms?

The WITNESS: for a dollar per year, and the city, I believe, furnish the water; we do not pay for the water for watering the lawns.

Senator CONNOLLY (*Ottawa West*): Could we get any information or a breakdown of the cost of maintaining those parks?

Mr. HAY: Yes.

Senator LAMBERT: Is that not in here?

Mr. McILRAITH: I wonder if I could pursue that a little further. Is McDonald Gardens a small part of the national capital plan as it exists at the moment?

The WITNESS: I would say no.

Mr. HAY: It is part of the existing park and driveway system of the Federal District Commission which was in existence before the national capital plan was prepared, and as such I would assume that it is shown on the national capital map as a green space.

Mr. COLDWELL: Where is it?

Mr. HAY: It is behind Rideau Street here, north of Rideau Street and near the Cummings Bridge.

Mr. McILRAITH: It is between Cobourg and Wurtemberg, and Heney and Rideau Streets.

By Mr. McIlraith:

Q. Would you explain just where it links up with any of the national capital driveways or park systems?—A. It does not. It is entirely a separate area apart.

Mr. RICHARD (*Ottawa East*): What about Strathcona Park?

The WITNESS: Strathcona Park is on the Rideau river and we have a long term beautification plan for that. We do not own that park.

By Mr. McIlraith:

Q. McDonald Park is a long distance from any driveway system?—A. Yes.

Q. It is an isolated city block?

Mr. COLDWELL: You have both sides of the Rideau there. What is the situation, for example, of the property on which the old Isolation Hospital was built?

The WITNESS: We have under lease from the city of Ottawa a stretch just below that, between the old hospital proper and the river of what we call a walking park: promenade, benches, trees and shrubs. We have maintained that for some ten years.

Senator CONNOLLY: In the answer to the question as to the cost of maintaining these parks, could information be given as to how long the commission has been doing that work?

Mr. HAY: Yes.

The WITNESS: It goes back almost to the commencement of the Ottawa Improvement Commission. It is a very long standing arrangement. I may say that it is not only the parks; there are some agreements for maintaining areas along streets like Monkland Street and Clemow Avenue which we would gladly release also.

By Senator Connolly (Ottawa West):

Q. Are they included in the material which is asked for?

By Mr. Coldwell:

Q. Returning again to the Kingsmere area, the commission now has control of certain property built on there?—A. Yes.

Q. What is the situation regarding the properties around the lake?—A. They are rented by the Royal Trust Company as our agent to various people whom we approved. They appraise them and give us the fair rental which they think should be expected for them.

Q. What do you propose in order to make this lake accessible to the public?—A. Well, I do not think there is any proposal about making it public for the reason that it is such a small lake. If it became a public lake it would be completely overrun.

Q. But, would it not fit into a park plan to have that lake more or less accessible and beautified?—A. It could fit in with a park plan. Some of the reasons why we have not done very much in the way of trying to acquire that property is that it is very expensive to acquire. In respect to the last property in which we were interested we were asked some \$18,000 for half an acre, and that gives entirely a wrong concept of the value of property in Gatineau park when we go to buy property elsewhere.

Q. That is property which is built on?—A. Yes. When you buy property with a house on it you pay an absurdly high rate per acre.

Q. Yet, this is the only lake nearby Ottawa in the area?—A. No. Pink lake is much closer. We have a more pretty and a bigger lake closer to Ottawa.

Q. Where is that?—A. It is about two miles outside of Hull.

Mr. HAY: It is right here, and is a very much better lake than Kingsmere lake.

By Mr. Coldwell:

Q. It is not accessible yet?—A. No. The new parkway we are proposing to develop touches it.

Q. I suppose, in time, the commission will take Kingsmere lake?

Mr. HAY: Kingsmere lake was never considered, for the near future, as part of our planning. It is too small in relation to what we would have to pay for it. The same amount of money spent farther into the park picks up larger lakes.

Mr. FRASER (St. John's East): How many cottages would there be near Kingsmere lake?

The WITNESS: If you are thinking of the people who have shore rights on the lake there are probably 30 or something of that sort. I could not give you the exact number.

By Mr. Coldwell:

Q. How many cottages do the commission own there which they are now renting?

Mr. HAY: There are two cottages which formerly belonged to Mr. Mackenzie King with a very limited amount of shore and too small a shore area to be of any use to the public. We have rented them. After the death of Mr. Mackenzie King, there was some suggestion that they be torn down, but for more or less historic and sentimental reasons it was decided to keep them. They were in very bad shape and were rehabilitated. The rent received from that tenancy has now more or less caught up with the cost of rehabilitation.

Mr. COLDWELL: What historic value have they?

Mr. HAY: I think the monument out here on Wellington Street to one Harper, who lost his life saving some people from drowning, is a monument to a man who with Mr. King occupied these cottages in the early days. There is some old history tied up with them.

Senator LAMBERT: All of that property which was owned by Mr. King was given to the country and is part of the so-called Gatineau Park today, so these details of what buildings are on it are of secondary importance. The fact is that it is public property.

Mr. COLDWELL: That is what I had in mind. It is public property and I do not think that it should be privately occupied.

Senator LAMBERT: I understand that the Department of Public Works is maintaining that property.

Mr. COLDWELL: Has the rehabilitation of these cottages been expensive?

Mr. HAY: About \$6,000 or \$7,000, which we have recaptured in rent. These are only two of the 6 or 7 dwellings on the Mackenzie King property; they are the smallest of the dwellings.

The WITNESS: I think it might be worthwhile, at this time, to explain the policy we are following regarding purchase of land in the park. We have not expropriated there for reasons mentioned partially, but as property goes on the market, if we feel it is a sufficiently good buy, and within what we feel we

can afford to pay for property in the park, we buy it; but we have not tried to buy in an area where you get a small amount of land with cottages because it claims an absurdly high value per acre of land.

Mr. COLDWELL: I should not think that the rehabilitation of these cottages would be justified, particularly because this was taken over by parliament as public property and so on. I do not think it should be rehabilitated for rental purposes. It seems to me there was an opportunity to get rid of this private occupation of public property.

Mr. MCILRAITH: There are two points involved in that question. The first point is that the cottages were so far gone that had they not been rehabilitated one of them particularly would have disappeared altogether within a year of so. One of them was quite badly gone, as I remember it. I examined it because I was interested in seeing that it was repaired. There is that question, in general, as to whether or not the cottages should be preserved. The other point is whether, having been restored to the extent necessary to preserve it, whether or not it should be rented and occupied by a private occupant since it is public property and has access to the lake. If you do not mind my suggesting it, there are two points involved in this question and they are separate points which should be dealt with separately.

The WITNESS: I think also that the fact should be recognized that the Mackenzie King estate is in a slightly different category to the land which we are buying because it was presented to Canada by the owner and we do want to look after the monuments which he put on it.

Senator LAMBERT: On the point of rehabilitating this housing that had deteriorated, I am quite sure that the factor in connection with this was that it was regarded as a fire hazard and that the woods and trees surrounding it were in danger of being wiped out as a result of this decayed and old building and the people walking through there and on holiday tramps ran the risk of setting the whole place on fire. I think that was the real consideration which led to that action.

By Mr. Richard (Ottawa East):

Q. You say that Kingsmere is not part of the parkway system?—A. The Mackenzie King estate is in a different position to the other area around there because of the fact that it was presented to the nation by Mackenzie King.

Q. Who maintains, or who built, the asphalt road which leads up to Kingsmere?—A. That is the provincial government. We do not control that road at all. All the roads, except the new portion which we constructed last year, belong to the government of the province.

Q. Have you any rights to any road along Meach lake?—A. I believe we absolutely have no control of the Meach lake road.

Q. You do not intend to develop a road there at all?—A. There will be a road developed but not necessarily in the same location. One of our blocks in acquiring property has been around Old Chelsea, and for that reason we are developing on the other side of the river and letting the situation lie there for a while.

Q. Have you land on the other side of Meach lake?—A. Yes, quite a lot of land.

Q. On which to build roads?—A. There are some links on which we do not own the land. That is true right from Hull out.

Mr. LEDUC (*Gatineau*): I believe Mr. Hay could show us, on that map the proposed highway through the park.

Mr. HAY: The question which you are asking now is, have we sufficient property to do this part of the parkway and run links which we do not own on

this route. As an alternative we are proposing to come over and build the other link of the parkway first and let this situation ride in abeyance for the present.

Mr. McILRAITH: Can we make it plain that you are referring to the line on the east of Meach lake?

Mr. HAY: Yes. The line from Pink lake and extending up through and near Chelsea, and some distance back of the east shore of Meach lake, was the original proposal. We would have preferred to build the parkway right up to the head of Lac Philippe first, but property difficulties have been such that we have temporarily left this route in abeyance and are now proposing to build a westerly link that runs more or less along the top of the escarpment which, incidentally, will run through the Mackenzie King property.

The WITNESS: We have purchased all that land now and can go ahead, with the money provided, right through as far as Lac Philippe.

Mr. LEDUC (*Gatineau*): From Hull right through?

The WITNESS: Yes.

By Mr. Richard (*Ottawa East*):

Q. The next lake of interest after Meach lake is Harrington?—A. Yes.

Q. Does the Federal District Commission own all that land around Harrington lake?—A. Yes. Mr. Herridge was one of the owners of the property we bought there and he has the right to its use during his lifetime or we have to pay an extra \$25,000.

Q. This roadway would not provide access to Harrington lake?

Mr. HAY: The intention is to put in some spur roads. We would not wish to put the road along the lakeshore, but rather keep the lakeshore unspoiled.

The WITNESS: The idea is to have the roads on the ridges with spurs connecting to picnic grounds and so forth.

Mr. LEDUC (*Gatineau*): Harrington lake is the most beautiful lake in the park.

The WITNESS: There are only two habitations on Harrington lake and we own both of them.

The Presiding CHAIRMAN: Are there any further questions? If not, we will proceed with section 2(d).

The WITNESS:

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SECTION 2 (d)

Review of earlier plans for the development of the National Capital 1899-1945.

The first Ottawa town plan may be considered to be that drawn up by Lieut-Col. John By of the Royal Engineers, builder of the Rideau Canal between 1826 and 1832, and founder of Bytown, which in 1850 became Ottawa. The plan laid out a street pattern and reserved certain areas, including what is now the site of the Parliament Buildings, for the use of the Crown.

The federal parks and driveway system developed by the Federal District Commission between 1899 and 1945 is based on a park and parkway plan prepared in 1903 by the Canadian landscape architect, F. E. Todd.

The need for a comprehensive city plan to guide the proper development of the Capital and its area became increasingly apparent in the early years of this century, and in 1913 the government of the

day established a Federal Planning Commission under the chairmanship of the late Sir Herbert Holt to prepare a report and plan. The report was completed in 1915, but the outbreak of the First World War precluded any active consideration of it at the time. After the war it was realized that this plan no longer met changed urban needs, and no part of it was implemented. Among the major recommendations of this report were the following:

a complete and comprehensive replanning of the railway lines, the acquisition by the government of 75,000 to 100,000 acres in the Laurentian Hills north and west of Ottawa for a National Park.

Neither of these ideas are new. They were recommended in 1915 by Sir Herbert Holt.

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In the preamble to their recommendations the members of the Holt Commission expressed the opinion that an indispensable requisite to the success of their plans was the creation of a Federal District with federal control of the area. They were not certain, however, that it was necessary or wise to adopt for Ottawa the same kind of federal control that applied to Washington, where municipal government was abolished and replaced by complete federal control in 1871.

In its approach to the problem and scope of its recommendations the Holt Report, for its day, compares very favourably with the present Master Plan, in the preparation of which it was most valuable.

An unofficial plan for the Capital was prepared in 1922 by the late Noulan Cauchon, Canadian city planner and consultant to the planning committee of Ottawa City Council. Minor recommendations were carried out at a municipal level, but the report, as a whole, did not receive official status.

In 1937 the government of the day retained the services of Jacques Gréber, the eminent French city planner, to replan the grounds of the federal public buildings and the central area of the city, with particular reference to the siting of the National War Memorial. The latter assignment was completed in the spring of 1939, although his plan was not followed insofar as traffic circulation was concerned. Further implementation of Mr. Gréber's report was halted by the outbreak of the Second World War.

In 1945 Mr. Gréber was invited by the government to return and continue his planning work, but with greatly enlarged terms of reference.

Mr. CARON: On page 17 there are these words: "In its approach to the problem and scope of its recommendations the Holt report, for its day, compares very favourably with the present master plan, in the preparation of which it was most valuable." Does that include the idea of the recommendation for the administration of the capital city?

The WITNESS: No.

Mr. CARON: Does the present administration—

The WITNESS: I think that is referring to the physical thing rather than the administration side of it.

Mr. COLDWELL: In one instance you speak of an unofficial report, and in another you do not mention whether it is official or unofficial. What is the difference between the two?

The WITNESS: The Cauchon report was not prepared for the Federal District Commission. It was entirely for the city of Ottawa and was never

adopted. It had some influence on the later planning because he was a very able planner. The Holt report was a government report in connection with the planning of the national capital.

Mr. ROBICHAUD: At page 39 of the minutes and proceedings of evidence No. 1, in the third line of section 2(d), I think there is an error. It says "which in 1950 became Ottawa". It should be 1850.

The Presiding CHAIRMAN: Thank you, Mr. Robichaud.

Mr. COLDWELL: Was any official consideration given to the recommendation that this should be a federal district?

The WITNESS: I do not believe that it ever had been given anything other than just cursory discussion. I do not think that it was ever considered by the government as such.

Mr. HAY: So far as we know there has been a lot of discussion in the press and elsewhere, but the commission has never given any serious consideration to it.

Senator LAMBERT: I think it is only fair to point out that the late Prime Minister, Mr. Mackenzie King, when he was introducing a resolution which set up the joint committee in 1944, very definitely projected his own idea for a federal district in the future similar to the federal district at Washington, with the Ottawa river being the centre of it and not making the boundary on the other side. He stated very clearly that he did not expect that to come in the near future, but that it was his objective.

Mr. CARON: Later he changed his mind when Mr. Gréber's opinions were expressed on that.

Senator LAMBERT: He probably never expressed his change of mind. The other is on *Hansard*.

By Mr. Richard (Ottawa East):

Q. When you mention the National War Memorial layout, that included the approach down Elgin Street and as a result of that plan expropriations were made half-way down Elgin Street?—A. Yes. I am not quite clear that I understand your question; but I should say that Mr. Gréber's idea of the location for the National War Memorial was that it be in Major's Hill Park. As it mentions here, as a result of traffic circulation, and so on, his recommendations were not followed.

Q. Once the memorial was located there it was thought that we should widen Elgin Street to make an approach to the National War Memorial. Is that part of it?—A. I was not on the commission at that time, but my impression is that the addition of Confederation Park and the widening of Elgin Street pre-dated the National War Memorial.

Mr. HAY: That was Mr. Greber's project. The National War Memorial came in later. It was not always intended that the National War Memorial go there. It might have been a fountain or some other feature of that sort. Then, the National War Memorial scheme came into being and was located there. The extension, or the widening of the boulevard down Elgin Street, was done by the city of Ottawa as its contribution.

By Mr. Richard (Ottawa East):

Q. It stops at Lisgar Street?—A. Yes.

Q. Are there any plans to go further down?—A. Yes. There is a long-term suggestion that it be carried out further. Widening of Elgin Street was not part of the capital plan. It was one of Mr. Gréber's original proposals and we are proposing that it be done eventually.

The Presiding CHAIRMAN: Section 3(a).

The WITNESS:

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SECTION 3(a)

THE NATIONAL CAPITAL PLAN

Re-organization of the Federal District Commission, 1946

Following the Second World War the government decided to resume the re-planning of the Capital, but on a larger and more comprehensive scale. Jacques Gréber again was retained as consultant, and in association with Canadian planners, architects and engineers, began preparation of the new Master Plan in 1945.

I might say we expect to have Mr. Gréber out here by the end of the month and that he will be able to appear before the committee.

The Federal District Commission, with its long experience in work of this character, was the logical organization to carry out the work, and in 1946 it was appointed the official federal agency for the implementation of the long range project.

The Commission's first step was the establishment in 1946 of a new, permanent honorary advisory body, known as the National Capital Planning Committee, and composed of eminent Canadians representative of the professions particularly interested in work of such a nature. Its membership includes representatives of the Royal Architectural Institute of Canada, the Engineering Institute of Canada and the Canadian Society of Landscape Architects. Other members represent the municipalities in the 900 square mile National Capital District, defined by Parliament in 1944. In addition, a number of prominent Canadians whose training, experience or position would enable them to contribute to a work of this nature, were appointed to the Committee. All the members serve without remuneration.

In 1948 Parliament established the National Capital Fund in order to assure the Commission of the availability of sufficient funds over a period for the initiation of long range planning projects.

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The final report was completed in 1950. On May 22, 1951, the Prime Minister tabled in the House of Commons the "General Report on the Plan for the National Capital" by Jacques Gréber, together with the letter of transmittal from the National Capital Planning Committee to the Federal District Commission, in which the Committee endorsed the report as an imaginative approach to the potentialities of the future and a chart sound in concept for the guidance of the Commission in carrying out the development of the Capital.

The Presiding CHAIRMAN: Are there any questions on this section?

By Senator Lambert:

Q. I have asked Gen. Kennedy if he would identify the National Capital Planning Committee which is described here as an honorary advisory body, or as a subcommittee of the Federal District Commission responsible to the Federal District Commission?—A. Yes. It is advisory only.

By Mr. Coldwell:

Q. Is it correct that the Minister of Public Works is a member of that committee?—A. Yes. He is a member of it. He is the only member who has the right to be represented by a substitute at our meetings.

Q. As a matter of enlightenment, it has always struck me as a very important ramification that why should not the Federal District Commission as a body have dealt with the problems of the National Capital Planning Committee instead of appointing a new sub-committee in that form. Was it not regarded as desirable to have a special committee of that kind, or an honorary committee to deal with Mr. Gréber and his plan specifically, and then to have the F.D.C. as a sort of appeal court to pass on all of those decisions.—A. In answer I would say that I cannot understand why the committee was set up in that way. It seemed to be an unusual setup. This committee has performed a very useful service. But at the time that it was set up Mr. Gréber was employed by the Department of Public Works, and the National Capital Planning Committee functioned under the Department of Public Works. It was not really an operation other than to be advisory to the F.D.C. And that is why a lot of confusion arose, from the fact that a statement would be made by the National Capital Planning Committee, and a statement would be made by Mr. Gréber, and then the F.D.C. would not know what was the basis. The result was that two years ago we brought them all under one authority. They are now all part of the F.D.C. and they are entirely our responsibility. Mr. Gréber now reports to the Commission rather than to the Department of Public Works, and the National Capital Planning Service, which was created and carried on under Public Works, is now a section of the F.D.C. We have reorganized it with the idea that it will be more of a straight-line type of organization.

By Senator Cameron:

Q. Is there any value in that committee being carried on?—A. I think there is value in the committee being carried on because they are closer, and they can meet oftener, and they have people on it who probably are more available. For example, members of that committee are selected as they belong to certain organizations, while that does not quite fit in with the membership of the F.D.C.

By Senator Connolly (Ottawa West):

Q. Would it be fair to say that in one sense it is a committee of experts?—A. No, I would say it was a committee half of experts. For example, I am a member of that committee ex officio, but I do not claim myself to be an expert. However, by and large there are a number of experts on it. We had for instance Mr. Cruickshank, who was head of the Steel Equipment Company. He was a member and although he was not an expert, he looked after publicity and things of that sort.

By Senator Lambert:

Q. Another member is Mr. Charles Cowan?—A. No, Mr. Cowan has just retired as chairman. He was only a member of the National Capital Planning Committee. He was never a member of the F.D.C.

Q. What relationship is there, jurisdictionally? It is quite clear as to the relationship between this National Capital Planning Committee and the Ottawa Planning Area Board, which is a provincial set up. Was there any co-operation? The membership of the Ottawa Planning Area Board as I recall it included two or three members from this Planning Committee.—A. Originally they were very intimately tied together, but more recently the membership of the Ottawa Planning Area Board, a provincial organization, has been changed. There are two members on it who might be said to be representative of the F.D.C., myself, and the other is Mr. Watson Sellar, who is a member of the National Capital Planning Committee.

Q. And also Central Mortgage and Housing Corporation has representation on it?—A. Yes, they have representation on it now.

Q. They have become a very intimate factor in connection with the whole thing.—A. Yes.

Q. It seems to me there is a certain amount of duplication.

By Mr. Leduc (Gatineau):

Q. I would like to say a few words about some of the very very important work which was performed and which was not made known to the public. It had to be done in secret. But today I am free to say that the committee expropriated through the Department of Public Works almost all the land needed for the master plan, and that was done before the public knew about it. That is why there was a lot of secrecy about it because there was a lot of work to be done by this committee, and if the public had received a report from Mr. Gréber, you can understand very easily how the real estate men would have bought up all the land needed for the development of the national capital. So the committee had to do its work in secrecy for years and years in the purchasing of land around Ottawa and the public did not know what they were purchasing that land for; but it was done for Mr. Gréber's plan for the national capital.

The WITNESS: It has performed extremely valuable work for the F.D.C. For instance, we did not know what to do about Harrington Lake, but they met and considered the matter and made a report to the F.D.C. which we might either adopt, or amend and adopt, and it has been a most useful body.

By Senator Connolly (Ottawa West):

Q. May I ask, following up what Senator Lambert has just said, if you would say something more about the functions performed by the Ottawa Area Planning Board in relation to the work done by the National Capital Planning Committee, and perhaps too in relation to the overall interest of the F.D.C.—A. You wish me to speak on that?

Q. Yes.—A. Well, in a sense up to the present the work so far as we are concerned of the Ottawa Area Planning Board has been more or less a matter of frustration rather than anything else. It has never seemed to us to function in a positive sort of way. We do hope and try through it to get some progress made in having the Greenbelt areas established and so on, but we have never yet been able to get any general agreement with the outlying municipalities in that regard.

Now it has carried on, and they have met very regularly; but we have the feeling that it is now being utilized to carry out minor administrative details in deciding what shall be done with a couple of houses, for example, and with small developments within the city, things with which we are not concerned, except in a very minor way.

Q. It is not a general planning body?—A. No. The City is carrying on its own planning now, and some of the municipalities have prepared a zone plan. They are in motion, all of them.

By Mr. Coldwell:

Q. Is there a new zoning plan for Ottawa?—A. Not covering the whole city, but in part. They are working on it now.

Mr. A. K. HAY (*General Manager, F.D.C.*): In the last two years they have passed about a dozen or fifteen zoning by laws for various sections of the city, mostly in the new outlying areas.

Senator CONNOLLY (*Ottawa West*): Is the Ottawa Planning Area Board interested in that kind of work?

Mr. HAY: Very definitely!

Senator CONNOLLY (*Ottawa West*): It co-ordinates the work in various municipalities?

Mr. HAY: Yes. They pass on new sub-divisions and road placements in Ottawa and in outlying municipalities.

Senator CONNOLLY (*Ottawa West*): Do they tie in with the other governments in the overall planning done by the F.D.C. or by the National Capital Planning Committee?

Mr. HAY: They endeavour to, but the fact is that Ottawa and the outlying areas have not yet prepared official plans within the meaning of the provincial planning act. That is where the difficulty lies. If that could be done—and it should be done—their work could be co-ordinated to a much greater extent.

Senator CONNOLLY (*Ottawa West*): Could the plan of the Federal District Commission be considered an official plan within the meaning of that act?

The WITNESS: Ottawa has not attempted to do it.

Mr. HAY: It could be, but it has not been done.

Senator CAMERON: Is there any one body which is responsible for planning in the city of Ottawa, any municipal official?

Mr. HAY: They have a Director of Planning.

Senator CAMERON: What is his name?

Mr. HAY: His name is L. W. Pillar. Planning and Works is the correct title.

Mr. COLDWELL: They have not adopted any long term plan for the entire city, particularly for the older part of the city?

Mr. HAY: No.

Senator CONNOLLY (*Ottawa West*): They have not, in fact, adopted the overall plan submitted to the F.D.C.—and approved in 1950?

Mr. HAY: They adopted it in principle only.

Mr. RICHARD (*Ottawa East*): Has there been any attempt to try to get the F.D.C. plan adopted by the city of Ottawa or by other municipalities?

Mr. HAY: Yes, sir. But the problem is—the danger is that in the preparation of an official plan you have to get down to much greater detail. Our plan is an overall plan for the area. But an official plan would include a great many other features which it is not our business to dictate to the city.

Mr. RICHARD (*Ottawa East*): Coming back to the National Capital Planning Committee, I see on page 2, in view of the fact that these municipalities always come down to the municipal board, let us say, as in Ontario, or to the corresponding board in Quebec, has there ever been any suggestion that it would be just as valuable to have the representative of the provincial government and the representative of the government of the province of Quebec on that National Capital Planning Committee, so that there would not be all the hitches?—
A. We have a tie-in with the province of Ontario. One of the members represents the Engineering Institute. He is Arthur Bunnell, and his rank is that of Deputy Minister in the Department of Planning and Development in Toronto. But we have no similar tie-up with Quebec. I do not know what approach has been made there.

Q. Has there been any approach made?

Mr. HAY: There have been initial approaches made to Quebec, but Quebec has not got an overall planning act of the same nature that Ontario has. They

are supposed to have one in preparation but no such act has yet been passed. There is no framework of legislation in Quebec that could be used such as there is in Ontario.

By Mr. Richard (Ottawa East):

Q. I can see how valuable it would be and how it could avoid an awful lot of irritation if the provinces were officially represented on such a committee as the National Capital Planning Committee.—A. It would be an advantage all right. I agree to that.

By Mr. Coldwell:

Q. How long has the city of Ottawa had a Director of Planning? Has it been only since the last war?—A. It used to be a Mr. Wight, and then Mr. Pillar succeeded him.

By Mr. McIlraith:

Q. I think it should be made clear that the Director of Planning and Works has a very heavy responsibility.—A. They have one engineer for zoning and planning works, along with some minor staff.

By Mr. Coldwell:

Q. They are not doing a great deal about it.—A. They are working along slowly, and we naturally would like to see more results.

By Mr. Richard (Ottawa East):

Q. I suggest that the situation with respect to the National Capital Planning Committee would be greatly helped if there were representatives on it from some of the municipalities on the Quebec or the Ontario side.—A. We tried to arrange that there would be representatives. For example, Mr. Leduc was a representative member from the Quebec side, and there was some discussion prior to the last year and a half as to who would represent the municipalities on this side. We had Mr. Cruickshank who died last year, but he has not been replaced. He was at one time warden of the county of Carleton, and actually was intimate with the problems of these municipalities around Ottawa.

Q. If we could get as many as possible of the interested parties represented on these committees, we might save an awful lot of trouble.—A. It is not official, but it has been made plain to me within the past couple of weeks that Ontario is worried about being represented, and that they may remove their representative. I think they feel they have been represented on it, but it is not always as simple as it seems.

Q. You can make a move, but you cannot invite.—A. That committee is now actually five members under strength. We are waiting these hearings here. We have not filled their positions or asked them to appoint a chairman until after this committee has finished its work.

The CHAIRMAN: Section 3-(b) "The Master Plan".

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The WITNESS: A summary of its nature and purposes.

In brief the Master Plan is designed to guide the development of the Capital's urban area over the next half century. It is not an inflexible block-by-block detailed city plan, but rather a chart, or skeleton outline to guide development along desired lines. Within its framework it is capable of adjustment to meet new requirements and changing conditions. Railway, highway and arterial roadway proposals

are treated in detail, as are proposals for governmental development of parks, parkways, sites for departmental buildings and national institutions, etc. The report predicts and provides for an ultimate population of about half a million within a five-mile radius of Parliament Hill.

It would limit the population to the above figure (contained within an urban area of about 44,000 acres); and to achieve this, recommends surrounding the urban area with a controlled rural fringe, or greenbelt. The belt, two to four miles wide, is designed to mark the limit of extension of municipal services and, therefore, dense housing development within it should be prohibited. Excess population would reside in towns and villages beyond the Greenbelt, but within easy commuting distance on the highway network. Surrounding the urban area, and designed to protect the attractive natural setting and other amenities is the 900-square-mile National Capital District.

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The Ottawa-Hull area is treated as one physical, social and economic whole. Comprehensive zoning—a municipal responsibility—is strongly recommended to control industrial, commercial and residential development in the best interests of each, to preserve the amenities of the area, and to protect the large and growing national investment in public buildings, national institutions and parks and parkways.

As there is no single authority in control of planning and development, rural or urban, within the district, the importance of full federal-provincial-municipal co-operation in the implementation of the Master Plan will be appreciated.

The CHAIRMAN: Are there any questions on this section?

By Senator Lambert:

Q. There is one obvious question which appears here, and it arises out of that last paragraph which reads:

Comprehensive zoning—a municipal responsibility—is strongly recommended to control industrial, commercial and residential development in the best interests of each, to preserve the amenities of the area, and to protect the large and growing national investment in public buildings, national institutions and parks and parkways.

How can that be reconciled with municipal control?—A. Well, we simply have no control whatever over what the municipalities do except, as was pointed out one time before, the control of the spending of very considerable sums of money which are of great benefit to the municipalities concerned. Generally speaking where we put a development, such as a park or parkway, the adjoining land values and assessments are tremendously increased, and we have some bargaining power with the municipalities in that regard. That is about all we can do in the way of persuasion.

Q. As an example, take the Printing Bureau in Hull; the Federal District Commission would be consulted, of course regarding the plans for the building and the site and the artistic elements?—A. Yes.

Q. But you have no control over it?—A. No we have no control of the areas surrounding it, none whatever, other than, as I say, by discussion with the municipality in trying to reach a sensible agreement with them; and generally speaking we are able to exert quite an influence in that way.

Q. In that particular case you have an investment of about \$15 million of federal money, and you leave the surrounding areas and whatever is involved in the plan to the protection of the municipality of the city of Hull?—A. Yes, except that we will be developing works in that general vicinity.

By Mr. McIlraith:

Q. I want to pursue a discussion of that sentence a bit more. As I read it, it seems that protecting a large and growing national investment in public buildings and national institutions and parks and parkways is a municipal responsibility. Surely that was not the intention.—A. I do not think that was the intention, no.

Q. You would have to go over that sentence again, would you not?
—A. That certainly was not the intention.

By Mr. Caron:

Q. Do you find that you get good co-operation from the city?—A. Oh yes, generally speaking we get good co-operation. Some of the things we carried on such as the Lac des Fees parkway have been really marvellous. We got a very nice driveway. The city of Hull furnished the land while we provided the driveway, and the value of the property within site of it has increased, I am told, by \$1,000, from the fact that the driveway is there.

Q. You never had any real opposition from the two cities when the project came before the commission?—A. No.

Q. It may be a little slower, but it comes anyway.

By Mr. Coldwell:

Q. I noticed the phraseology of the last few words on page 21:

... the importance of full federal-provincial-municipal co-operation in the implementation of the master plan will be appreciated.

—A. Well, naturally there have been times when we have not been able to see eye to eye with some of the interests concerned. For instance, right now in the matter of mosquito control and things of that sort, there are times when we do have to by-pass it.

By Mr. Leduc (Gatineau):

Q. Can you tell the committee whether you have had good co-operation from the government of the province of Quebec in your projects on the Quebec side?—A. Like many other things that is a difficult question to answer. We have had no opposition. At times when we applied to their Department of Public Highways, they have worked in very nicely with us. For example, in Gatineau Park we have had no obstruction whatever. On the other hand we have not had sometimes the response we expected when we tried to work through the purchase of land and things of that sort, on which nothing happened. But there has not been any opposition to our works on that side.

By Mr. Coldwell:

Q. You want more co-operation from the cities I take it?—A. Yes, co-operation is always welcomed. But I will say that in recent times we have received splendid co-operation particularly from the city of Hull. Sometimes I feel that our co-operation does not extend the other way, because we turn down projects which they would like to see us enter into. But generally speaking we get very good co-operation from the two major municipal bodies here. We have personal differences at times, but certainly at the technical level we are getting splendid co-operation.

Q. But what about the political level? You say you are at the technical level?—A. What I mean is that the engineers of the municipality and our engineers work splendidly together.

Mr. COLDWELL: I think I understand the distinction.

By Mr. Hansell:

Q. Mr. Chairman, you do have quite a lot of government buildings right in the parks which you have?—A. Not in the parks, no. But that refers really to the fact that some of the government buildings are within areas where we are building drives and that we look after landscaping and the care of the grounds of all the federal government buildings anywhere in this area. There are not any buildings in our parks except dwellings.

Q. How about the Canadian Broadcasting Corporation's new building out in the Britannia area? Is that not in a park area?—A. No. It is not in our park.

Q. I was looking at one of these maps and it appeared to me it was right in the middle of one of them.—A. No. We are acquiring land for this Ottawa river parkway—which is a parkway extending from Nepean Bay, down by the roundhouse, to Britannia. We are acquiring land along the rivershore, and there will be a driveway eventually, but it does not extend inland where the broadcasting corporation building is. They obtained that site from the city.

Mr. COLDWELL: Is all the property beyond the last house on Island Park Drive to the river Federal District Commission property?

Mr. HAY: Yes. That is all our property.

Mr. RICHARD (*Ottawa East*): I suppose it is true to say that, as far as the province is concerned, no plan was ever laid to them about what the F.D.C. intended to do, to find out whether they wished to cooperate or whether they approved of the buying of so much land within our province, or to see if they had objection?

The WITNESS: I have discussed it with both premiers personally.

Mr. LEDUC (*Gatineau*): And Mr. Greber also discussed it?

The WITNESS: Yes.

Mr. RICHARD (*Ottawa East*): You never obtained approval but just went ahead to buy property.

The WITNESS: There is nothing on the record.

Mr. CARON: I see that the next item is composed of 12 pages which might bring quite a lot of discussion. I would move adjournment until 3 o'clock this afternoon.

The Presiding CHAIRMAN: If it is the pleasure of the committee, we will adjourn now and re-convene at 3 o'clock this afternoon if it is at all possible.

AFTERNOON SESSION

APRIL 19, 1956
3.00 p.m.

The Presiding CHAIRMAN: Now, gentlemen, we will proceed with section 3(c), the progress of the master plan 1945-1955. This is on page 22.

The WITNESS:

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SECTION 3 (c)

The Progress of the Master Plan 1945-1955

A review of the first decade of the National Capital Plan shows notable progress in all phases of planning and construction. Most apparent, of course, is the physical development which has so greatly altered the appearance of nearly every section of the Capital. While the urban area has shared in the general residential, commercial and,

to a limited extent, industrial expansion of the post-war years, the federal building program, because of its scale and nature, has caused the most noticeable changes in the local scene.

Less apparent, but equally important, has been the progress in detailed planning of long-range projects in the Master Plan. The preliminary stages of some of these long-range projects, such as the railway relocations, have been completed. Much of the land required for the successful implementation of the park and parkway proposals, the railway and industrial relocations and for future government building sites has been acquired. A comprehensive public information program was begun in the early years to inform residents of the area and the people of Canada as a whole of the nature and purposes of the plan, and its relationship to the role of the Capital in the national life.

While the fate of earlier plans for the development of the Capital might have given rise to quite justifiable doubts about the new Master Plan when it was first presented, the achievements of the first ten years are best evidence of the firm foundation upon which the undertaking now rests.

Probably I should say at this point that on the first page here it looks as if I were patting myself on the back; but I was not associated with the Federal District Commission during a portion of a great deal of this work. Even when I took over everything was rolling along and I just had to carry on.

Apart from private construction, developments under the Master Plan fall into four categories:

1. Federal District Commission projects, such as the relocation of the railways, development of the park and parkway system and some bridges.

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2. Federal-provincial-municipal projects, mainly roads and bridges and municipal services, in which the Federal District Commission is the federal planning authority and financial agent under the terms of the National Capital Fund.
3. Federal building projects, for which the Department of Public Works, Crown companies or certain departments of government are responsible for construction.
4. Purely municipal works in planning and development, in which the Commission and its planning staff are available for technical assistance.

(i) *Federal District Commission Projects*

The railway installations in Ottawa, with the waterways, divide the Capital into nine separate parts, and Hull into four. For the best part of a century rail locations have seriously hampered natural and proper development and blighted large sections of the central section. There are over 150 level crossings and blocked streets in the urban area, and the effect on the movement of traffic has become seriously restrictive.

As with the Holt Report in 1915, the most important single project in the new Master Plan, and, in fact, the key to the whole undertaking, is the removal of practically all of the existing railways from the central parts of the urban area to the southern and eastern boundaries of Ottawa and the northern and western sections of Hull. An integral

part of the project is the establishment of a railway terminal company for the Capital area to simplify railway operations and do away with the present duplication of lines.

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This solution to the railway problem also goes a long way to solving the increasing urban motor traffic problem, as the rights-of-way thus made available are to be used for arterial roads and parkways. This in turn will have the result of contributing to highly desirable urban redevelopment, as railway and much adjacent industrial property in the central area will become available for more suitable (and higher tax yielding) development.

The method for the execution of the railway project is straight exchange—the Commission constructing the new rail facilities and receiving the abandoned railway rights-of-way and other rail use property in return.

It might be advisable to emphasize at this point that the railways are not being relocated for aesthetic reasons. The appearance of the Capital will, of course, be tremendously improved, but the reasons are entirely economic—simplified and less costly railway operations; urban re-development to improve the municipal tax structure; and greatly improved urban and inter-urban traffic arteries, without the need for many costly rail and road grade separations.

Nor should the Master Plan be in any way construed as a subtle attempt to beautify the Capital at the expense of its future economic development. The importance of industry in the municipal tax structure is recognized in the fact that the Plan provides ample space and facilities for all of Ottawa and Hull's future requirements for industrial expansion.

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The C.N.R. main line crosstown tracks, with their attendant yard operations, bisect the Capital's areas from east to west, blighting the central residential areas through which they pass, and restricting north-south traffic movement. The relocation of this trackage was recommended in the Holt Report in 1915. In 1924 the City proposed to carry it out under an arrangement with the C.N.R., but the proposal was defeated in a municipal referendum. In 1950 it became the first railway project to be undertaken by the Commission. At the same time plans were made to use the abandoned right-of-way for a limited-access crosstown roadway—The Queenway—linking with Highway 17 east and west of Ottawa, and constituting, in effect, a re-routing of this highway to bypass the congested central governmental and commercial heart of the Capital.

The first stage was construction of the replacement rail facilities along the southern boundary of Ottawa in accordance with an agreement with the C.N.R. dated March 30, 1950. A connection was made between the C.N.R. Renfrew and Beachburg subdivisions near South March; and five and a half miles of main line track, bypassing the central area, was constructed from just east of the Rideau River crossing to Hawthorne. Highway bridges over the new line were built on Highway 31 (Bank street) and the Russell road.

In November 1953, the C.N.R. Montreal-Winnipeg through freight trains began bypassing the urban area to the south instead of running through it on the old crosstown tracks.

The new Walkley yards, on the new rail belt east of Bank street, were designed with their ultimate use as terminal railway yards in view.

Construction was begun on nine miles of yard tracks, a yard office, freight car repair and auxiliary facilities; and in 1954 a Railway Signal Central Train Control System was installed to bring all C.N.R. main line movements within the city under control from an office in the Union Station.

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In August, 1955, the CNR was able to transfer its freight marshalling and car repair and maintenance operations from the Bank street yards to the new Walkley yards. As a result, seventy-five percent of the freight operations were removed from the crosstown tracks, leaving only facilities for gradually diminishing local freight requirements, and the right of way became available for the construction of the Queensway.

Expenditures by the Commission on the first stage of the railway relocation, up to December 31, 1955, were approximately \$2,844,436.

The second stage of the railway relocations requires the establishment of the terminal company to operate all rail facilities south of the Ottawa River on behalf of both the CNR and the CPR. This will remove the need for duplicate rail lines within the area and so greatly expedite the whole railway relocation project.

Establishment of the terminal company will require a number of connections between the two railways and the extension of the Central Train Control System to include all CPR main line operations. This will make possible:

- (a) Removal of the CPR tracks from the Interprovincial Bridge, permitting its exclusive use for motor traffic.
- (b) Abandonment of the Sussex street branch of the CPR.
- (c) Abandonment of the CPR main line along the Ottawa River west of Ottawa West Station at Nepean Bay, and the subsequent elimination of many dangerous level crossings in the west end of the Capital.

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The CPR Ottawa-Prescott line, with its connection to Hull via the Prince of Wales Railway Bridge (originally scheduled for removal but, as the result of subsequent studies, now to remain) will require grade separations and other improvements. Under terminal operations it will be used by both railway companies.

The present station facilities, built in 1911 when the population was half what it is today, are to be dedesigned. The local freight sheds and yards will be removed to a site immediately east of Hurdman's Bridge, as recommended in the Master Plan, permitting greatly needed improvements to be made to the present congested and inconvenient passenger and express arrangements.

With these improvements the station will serve until the time, now well in the future, when a new Union Station is built as part of the Walkley Road rail development. This will be the last step in the railway relocations, and when it takes place, the population will have grown southerly to the point where the new site will be closer and more accessible to the bulk of the population than the present downtown Station. The cost of the second stage of the railway relocations is estimated at about \$10,000,000.

Park Developments

Improvements constantly are being made to the Commission's parks as a normal part of maintenance, and new areas are improved as they are acquired and brought under the maintenance program. An example of this is Jacques Cartier Park in Hull, which forms part of the land acquired by the Commission in recent years between the Interprovincial Bridge and the mouth of the Gatineau River.

Two major new parks, with all park facilities, are being developed by the Commission:

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Hog's Back Park the newest and largest urban park, situated on the Rideau River at Hog's Back Falls and Canal locks, is four miles south of Parliament Hill, and within the city limits. It adds about 170 acres to the 900 acres of the present federal urban parks system. The new park is designed to meet the growing tourist requirements and the needs of the increasing urban population. It also provides a much needed, easily accessible park for large scale picnics, such as the annual governmental department picnics. Developments to date include a refreshment stand (a Commission concession) sanitary facilities, pleasant walks and overlooks, and parking facilities.

Gatineau Park is separate from the urban parks system, but an integral part of the National Capital Plan. Its establishment in the Laurentian Hills north of the Capital was recommended in the Todd Report of 1903 and the Holt Report of 1915, but it was not until 1938 that the Commission was empowered to begin acquiring land for the purpose. To date about 50,000 acres of the planned park area of 75,000 acres has been acquired.

The Park is in the form of a wedge running north and west of Hull, with its apex on the Ottawa River. At its suburban approaches it actually forms part of the proposed green belt. Its main sections are the Kingsmere area, including the Mackenzie King Estate; the Valley of the Three Lakes—Meach, Harrington and Philippe—and the western section comprising the Lac Lapêche area.

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The park is a natural tourist attraction, and with its excellent ski trails and runs, a year-round outdoor recreation area. The objective is to develop its facilities for the use and enjoyment of the public, but without spoiling the natural beauties of the area, much along the lines of the National Parks of Canada. The Commission has opened extensive bathing beaches at Lac Lapêche and Lac Philippe, and provided sports fields, hiking trails, camping and trailer sites, boat rentals for fishermen, some large scale picnic facilities, and, throughout the park area, a large number of small picnic sites, suitable for family groups.

Completion of the forty-five mile Gatineau Parkway will make the park much more accessible and greatly improve its value as a tourist attraction and recreation area.

Parkways

While a start has been made on additions to the twenty-two miles of scenic driveways constructed throughout the Capital over the past half century, the extensive program proposed in the Master Plan will not be realized for many years. Most of the necessary properties have been obtained, however, as the result of a vigorous land-acquisition program

begun in the early years before extensive suburban development greatly increased land values. Today it would be almost financially impossible to acquire these properties for park and parkway purposes.

The approximately forty miles of new parkways will restore much of the beauty of the Ottawa and Rideau River waterfronts and add about 4,000 acres of open space to the Capital's urban area. The future parkway program includes:

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Eastern-Western Parkway running in a twenty-mile arc around the urban area from Britannia (connecting with a proposed bridge over the Ottawa River to Deschenes) on the west, to a junction with the Lady Alexander section of the existing Rockcliffe Park Driveway on the east. The Western section will include a link with the existing Driveway system in the Experimental Farm.

Ottawa River Parkway a six-mile parkway from Nepean Bay to Britannia (where it will link with the Western Parkway and a proposed bridge to Deschenes, Quebec).

Rideau River Parkway a ten-mile parkway along the east bank of the Rideau between Rideau Falls and Hog's Back Park.

Future waterfront parkways will be developed in two stages, the areas being first rehabilitated and landscaped in order to make them available to the public as waterfront parks, with parkway construction following as funds are made available.

In the Hull area, the future parkway program includes:

The Hull South Parkway from Dechenes northeast to a junction with Fairy Lake Parkway in West Hull, with a branch along the Ottawa River waterfront linking with the Hull end of the Champlain Bridges.

Parkway construction since 1945 includes:

Rockcliffe Driveway revision a three-quarter mile long direct and safer route between the Ottawa-New Edinburgh Canoe Club and the RCMP Barracks. This is open to traffic, but not yet completed. Cost to December 31, 1955 was \$77,000.

Fairy Lake Parkway a two-mile parkway in Western Hull from Blvd. St. Joseph at Blvd. Taché northerly to Blvd. Gamelin. Eventually it will be extended northerly and easterly around the City of Hull to the Gatineau River, then run southerly to Jacques Cartier Park on Hull's Ottawa River waterfront. The City of Hull shared in this project by providing land for the right of way at \$100,000.

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Gatineau Parkway a forty-five mile scenic drive from a connection with the Aylmer Road northerly to the Kingsmere area and thence in the form of a loop through the Commission's Gatineau Park. Construction was begun in 1953 of a two-mile section from the Aylmer Road at Val Tetreau northerly to Blvd. Gamelin, and this was opened to traffic the following year. Pending the acquisition of lands for the required right of way between Blvd. Gamelin and the Kingsmere-Old Chelsea Area, it was decided to build what eventually will be a link road joining the two halves of the future main parkway loop. This, a five-mile parkway between Dunlop's on the Meach Lake Road (The Ottawa Ski Club's Fortune Lodge area) and the thousand-foot high

escarpment of the Laurentians overlooking the Ottawa Valley, has been named Fortune Lake Parkway, and will be opened to traffic late this summer. Along its route it will have four overlooks, offering beautiful panoramic views, with total parking space for 580 cars; and four completely equipped picnic spots.

The Commission has not been successful in acquiring the necessary land for the right of way for the easterly branch of the parkway loop from the Kingsmere-Old Chelsea area around the east side of Meach Lake to Lac Philippe. The owners either refuse to sell or are asking prohibitive prices.

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The Commission had planned to start construction of this section in 1956, but under the circumstances, decided to postpone the work. Instead construction will be started on the westerly leg of the parkway, which will run along the escarpment overlooking the Ottawa Valley to Lac Philippe in order to provide a short and scenic access route from the Capital to this extensively used outdoor recreation area.

Other Commission Projects under the National Capital Fund, 1945 to 1955
Hull Approach to Chaudiere Bridges

For many years the narrow and congested Hull approach to the Chaudiere Bridge between the north end of the Union Bridge and Eddy Street seriously hampered the flow of traffic on this important and heavily used approach to the Capital. Improvements carried out by the Commission included removal of the street car tracks, construction of a steel trestle bridge to provide separate north and south traffic lanes between the Union Bridge and the E. B. Eddy Company, and widening of the remainder of the roadway from 24 to 46 feet. New pavement was laid and lights, signs, catch basins and other facilities were installed.

The Department of Public Works, which owns the land on which the improvements were made, carried out necessary repairs to the foundations of structures that carry sections of the roadway over water channels.

It might be interesting, at this point, to say that one of the bridges which is included in that improved crossing to Hull was built by Col By's engineers. It is cut stone construction, built without mortar.

The new roadway was opened to traffic in November 1955, and it has since been observed that traffic congestion at the crossing has been virtually eliminated.

Estimated cost of the project was \$500,000, of which \$408,000 had been expended to December 31, 1955. The onset of winter prevented completion of some final details of the work, and these will be finished in 1956.

Removal of Street car tracks, etc. from Wellington Street

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A proposal in the Master Plan to substitute motor buses for street cars on Wellington Street to improve and give dignity to this important street on which are located the Parliament Buildings, the Supreme Court, and other monumental government buildings, has been carried out by the Commission. The street car tracks and overhead trolley wires have been removed and motor buses now provide public transportation over the route.

The estimated cost to the Commission of this work was \$307,000 of which \$290,000 was expended up to December 31, 1955.

Mr. Chairman, this Federal District Commission brief, as mentioned at the former meeting, has now been translated into French and made available to the members of the committee.

The Presiding CHAIRMAN: I also understand that copies have been sent to the government of the province of Quebec and to the mayor of Hull and to all interested parties.

Now, gentlemen, we can proceed with questions starting from page 22.

By Mr. Richard (Ottawa East):

Q. Is there any other place where you mention any proposals about the bridge across the Ottawa river alongside, or in the area of, the Interprovincial Bridge? Or are there any proposals on the part of the Federal District Commission to go ahead with the bridge as proposed by Mr. Greber?—A. As we see it, it will be a joint federal-provincial-municipal affair. One of the reasons why we have not considered it so far is because of the cost. We do not have the money to build such a bridge and it is not in sight. We believe that the cost of this bridge will run somewhere in the order of \$8 million or \$10 million. We also believe, arising out of these railway agreements which we are negotiating, that we will get the full use of the Interprovincial Bridge and will be able to vastly improve the flow of traffic over it because the trouble is mainly at the entrances and exits of that bridge—not on the bridge itself. It is mainly at the signal light at St. Patrick Street and again at Laurier Avenue in Hull. We believe, with an expenditure which we see possible, that we will be able to fix up that bridge, and do it a number of years ahead of a new bridge, which is not on the immediate horizon in the Federal District Commission's plans. It is true that there is a new bridge proposed there in the national capital plan, but we do not see that as a Federal District Commission project inside of the next decade.

Q. You speak about using the Interprovincial Bridge. Have there or have there not been steps taken to acquire land at the Hull end of the bridge?—A. Yes.

Q. And plans to improve the approach at the Ottawa end?—A. We have a committee now of the two cities which is endeavouring to prepare the plans for the alterations which will be made at both ends of that bridge and to batter out an agreement on sharing of the cost.

Q. Who owns the bridge now?—A. It now belongs to the C.P.R., but, if the railway goes through as anticipated, we expect to acquire that bridge.

Q. In the name of the F.D.C.?—A. Yes.

Q. If that bridge is not going to proceed as an F.D.C. project for a new bridge at that point, are there not other bridges contemplated along the Ottawa river?—A. As far as the F.D.C. is concerned, we do not contemplate building any bridges in the immediate future. We do foresee a bridge at Nepean Point, as outlined by Mr. Greber, but unless some outside funds arrive we won't be able to do it even in the coming decade.

By Mr. Caron:

Q. In speaking about this as being an affair of the provincial and federal governments, were you aware of the answer given by Mr. Lorrain, the Minister of Public Works in Quebec? He said that this is exclusively a federal affair and that they will not enter into it?—A. We have always to expect that sort of answer to be given.

Q. And so, if they do not come in with you, something will have to be done either by the F.D.C. or by the Department of Public Works in Ottawa because it is impossible to keep it the way it is. I do not think that it is possible to improve the Interprovincial Bridge. It will always be a narrow space even if

the railway is taken away. You cannot use the central stretch?—A. We would use the central stretch as a southbound traffic lane in the morning and as a northbound traffic lane in the afternoon, which would give us an extra lane at the busy times of the day. Furthermore, it is not nearly so much the bridge as it is the entrances and exits.

Q. The bridge is bad enough. The entrances on both sides are bad; but the bridge is really bad because it is only two lanes. Between 5 and 6 p.m. it takes $\frac{3}{4}$ of an hour to cross from the Parliament Buildings here to Laurier Street in Hull and we are stopped not in Hull but mostly in Ottawa.—A. The St. Patrick Street corner is bad. We are looking now for a solution of that problem.

Mr. LEDUC (*Gatineau*): What about the bridge project at Lemieux Island?

The WITNESS: That is not on our immediate program.

Mr. MCILRAITH: In connection with the Interprovincial Bridge, because of the fact that it is going over an interprovincial boundary, the municipalities might get federal assistance. That is the case further up the river.

The WITNESS: We are naturally interested and will assist in anything which effects the immediate national capital area here, but we do not see it as our field.

Mr. MCILRAITH: Because the F.D.C. do not see it as their immediate problem, it does not mean that it is not an urgent problem for the municipalities with the assistance of the governments.

Mr. CARON: What he needs is the money.

The WITNESS: Yes.

I think it is well to point out how we get our money. We have to prepare a yearly budget the same as a government department. We go through the same process. That does not mean that we can spend that money. On every separate project we have to get the approval of the Privy Council before we can carry it out.

Mr. CARON: On page 24 it says:

The importance of industry in the municipal tax structure is recognized in the fact that the plan provides ample space and facilities for all of Ottawa and Hull's future requirements for industrial expansion.

Is that in the plan of the F.D.C. or is it a municipal affair?

The WITNESS: I will ask Mr. Hay to reply more in detail, but this is an outline plan. The details of the plan really belong with the municipality.

Mr. HAY: In the master plan arrangements are outlined for future industrial expansion but there is a percentage of that which is to be provided by the federal government to the F.D.C. The rest was recommended for provision by the municipalities and to a certain extent that has been done. Both Ottawa and Hull are setting aside certain future areas, as marked out in the industrial plan for industrial use; but most of these areas are privately owned. The areas which have been acquired by the F.D.C. for industrial use are largely being used to replace concerns which are displaced by our operations. For instance, along the crosstown tracks, as we displace an industry, we can make available space in these new areas to re-locate them.

By Mr. Leduc (*Gatineau*):

Q. Is it not true that you had taken an option in south Hull for industrial development about 1947 or 1948?—A. Yes, we did.

Q. And you let that option drop?—A. Yes, because apparently it was not needed. We had taken more than was necessary.

By Mr. Harkness:

Q. Gen. Kennedy, on page 22 in the brief, the second paragraph, it says: Much of the land required for the successful implementation of the park and parkway proposals, the railway and industrial relocations and for future government building sites, has been acquired.

What percentage of that land is still to be acquired, and is that going to be very expensive to acquire?—A. I would say we have acquired over 80 per cent of the land, and we can show the area to you on these charts. I think it is worthwhile to see the map.

Q. I was wondering if the 20 per cent approximately, which you mention is still to be acquired, is going to be a very expensive proposition? I was wondering what the cost of completing this project might run to.—A. We have estimates on that right in here. We can give you the answers to that as you see fit.

Mr. D. L. McDONALD (*Director of Planning, Federal District Commission*): 83 per cent of the land has been acquired and in addition, as new projects are approved, they will require additional land; and the program that has been mentioned before is dependent on the funds. So as more projects are carried out there will be more land required. In the centre of urban areas the costs are going to be heavy, but if it is further out the cost will be much less. It is difficult to give you any accurate pattern of how much more land is required until some idea is received of the total program to be carried out. But by and large the bulk of the land has been provided for major projects.

Mr. HARKNESS: 17 per cent required to complete the proposed projects to be acquired.

Mr. McDONALD: Yes.

Mr. HARKNESS: Where is the estimate of the cost of that to be found?

Mr. McDONALD: On page 92, item 15.

Mr. CARON: \$17,500,000.

Mr. HARKNESS: No, \$9 million.

The WITNESS: Yes, \$9 million.

Mr. McDONALD: But that includes a substantial amount of land for projects which are forecasted on the same page.

The WITNESS: Yes, included in that for instance will be—is the Elgin Street widening included in that?

Mr. A. K. HAY: No, it is separate.

Mr. McDONALD: The Elgin Street development and the land down town around the Union Station for which the project has been approved are included in that \$9 million.

Mr. HARKNESS: That is for the next ten year period, this \$9 million would be required.

The WITNESS: Yes.

Mr. CARON: Plus \$1 million for various minor unforeseen projects.

The CHAIRMAN: They may be dependent on the acquisition of land.

Mr. CARON: And that is why you make it \$10 million instead of \$9 million?

Mr. HAY: Would the committee like to see where land has been acquired and where the gaps occur?

Mr. McDONALD: Chart number 7, Federal District Commission Property Acquisitions to 1955; the land presently held by the commission and acquired, mainly since 1945, is shown both in orange and in dark brown.

The land was acquired starting in Quebec in the vicinity of Fairy lake, and proceeding south-easterly to the shore of the Ottawa river to the vicinity

of Deschenes and along the Ottawa river. That piece of property was acquired principally for the Hull-South parkway, the parkway which runs up generally to the Fairy lake parkway at this point.

Mr. CARON: There are two pieces in white which are not yet the property of the Federal District Commission.

Mr. McDONALD: They are now, but they were not at the end of 1955.

Mr. CARON: But they are now?

Mr. McDONALD: Yes. The eastern-western parkway system extends from Deschenes on the west to Rockcliffe on the east, and this runs down from Britannia south across to the Base Line Road, then it swings south-east to the Rideau river in the vicinity of Uplands Airport, and proceeds across and curves up north-east through the Alta Vista area to a location behind or east of Cyrville, then finally past Central Mortgage and Housing Corporation to Rockcliffe.

The land which has already been acquired is shown in brown. Subsequent to the date of this chart these additional lands are being acquired. That is, the lands east of Cyrville have been acquired and a number of these have already been settled. The Rideau river parkway development extends from Mooney's bay past Hog's Back to the Dunbar bridge, to Billing's bridge, Hurdman's bridge, Cumming's bridge to St. Patrick's bridge and it is indicated on this map in orange and brown.

Mr. HARKNESS: Has that all been acquired now? That land has all been acquired now?

Mr. McDONALD: It has all been expropriated and it is about 95 per cent settled. The Ottawa river parkway goes from Britannia easterly along the Ottawa river past the Champlain bridge through as far as Lazy bay. That land is expropriated and is about 75 per cent settled.

The area acquired for railway and industrial purposes in south Ottawa is shown south of the Walkley Road, and it is this area which is shown in orange and brown. There was additional land for railway and industrial purposes acquired east of Hurdman's bridge. That land is all under expropriation, with about 96 per cent settled. There was an additional acquisition in the city of Hull between the Gatineau river and Leamy's creek which is shown thus.

Mr. LEDUC (*Gatineau*): What about the piece in South Hull?

Mr. McDONALD: At Val Tetreau or just north of Val Tetreau, a piece of land was acquired for the entrance to Gatineau Park. The Gatineau parkway extends from Val Tetreau to Boulevard Gamelin, passing west of Fairy Lake.

Mr. LEDUC (*Gatineau*): I mean this one here.

Mr. MANG: What is the green coloured area on that map?

Mr. McDONALD: The green coloured area on this map represents the holdings of the Federal District Commission.

Mr. HARKNESS: The more delay there is in the acquisition of this land in respect to a complete project, the greater the cost of securing it will be. I wonder if the estimate of \$9 million or \$10 million is at present property values or does this take into consideration the increase which is likely to take place?

Mr. McDONALD: That figure is likely to be reasonably accurate for approximately a five-year period. There has been some give and take.

Mr. HARKNESS: In other words if this extra land now needed is not acquired within a five-year period, that figure is likely to be considerably increased?

Mr. McDONALD: It will certainly be increased, yes.

Mr. HARKNESS: As far as the cost of this project is concerned, it would be desirable to acquire all these lands within the next year or two if possible?

Mr. McDONALD: I would think so, yes.

Mr. MANG: What about it if land values decrease?

Mr. COLDWELL: This is due to require a larger appropriation within the next two years.

Mr. McDONALD: In order to acquire it within the next few years we certainly would need more money.

Mr. McILRAITH: Is it certain that land values are going to go up?

Mr. McDONALD: No.

Mr. PHILPOTT: It depends on who wins the next election!

Mr. RICHARD (*Ottawa East*): Does that mean also that all the land is under expropriation for which plans have been made? If we said that we wanted to have a settlement, what about it then?

Mr. McDONALD: We would be running it close.

Mr. MARCEL COUTURE (*Chief Accountant*): We would have to give up a little of other projects.

The CHAIRMAN: Are there any other questions of Mr. McDonald?

Senator CONNOLLY (*Ottawa West*): Is General Kennedy here?

The CHAIRMAN: He has been called on the telephone by Premier Frost.

Mr. LEDUC (*Gatineau*): I would like to know if the piece of land purchased in South Hull was purchased for industrial purposes?

Mr. McDONALD: This piece of land was expropriated for industrial purposes alone, and a substantial additional piece in that area north of the city of Hull, the boundary of which is shown in blue—that piece of property is being retained as the first part of a parkway to join the Gatineau river parkway. It was originally acquired as part of an industrial development, and it was not released with the rest of it.

Mr. CARON: You said a while ago that you had released that expropriation because it was too much for the needs. If I remember correctly it was released after the Premier of Quebec said that he would not permit it—and would fight any expropriation if it was for land to be resold. It was on that account that it was given back rather than on the fact that it was more than you needed, because as a matter of fact there is not enough land for industrial purposes in Hull as it is.

Mr. HAY: I do not recall that being a factor, subject to correction.

Mr. H. R. CRAM (*Assistant General Manager*): I do not recall it either.

Mr. HAY: We also abandoned a considerable amount in Ottawa which we had previously expropriated a little before that.

Mr. CARON: I know some of the expropriations along Laurier Street in Hull were abandoned after the Premier of Quebec said that he would help anyone who would fight the expropriation, saying that the federal government had no right to expropriate for the purpose of resale.

Mr. HAY: I assume that would be some of the public works land.

Mr. CARON: It may have been, yes.

Senator CONNOLLY (*Ottawa West*): On page 42, at about the middle of the page there is a paragraph which reads as follows:

It might be advisable to emphasize at this point that the railways are not being relocated for aesthetic reasons. The appearance of the capital will, of course, be tremendously improved, but the reasons are

entirely economic—simplified and less costly railway operations; urban redevelopment to improve the municipal tax structure; and greatly improved urban and inter-urban traffic arteries, without the need for many costly rail and road grade separations.

As I understood it, the function of the Federal District Commission, and its main concern was perhaps aesthetic rather than economic; I know that in a sense I am anticipating something which may be dealt with later on in the brief, but does the commission differentiate between projects which are mainly the responsibility of the municipalities concerned, and projects which are part of the National Capital plan and for which payment should be made out of the federal exchequer rather than out of provincial or municipal funds?

Mr. HAY: That is a very difficult thing to decide. Each project has to be discussed on its own merits. There is no overall plan, but in general the commission feels that anything which improves the economic life, or improves traffic circulation, or the general workings of Ottawa and Hull cannot but be reflected in the improvement of the area, aesthetically and otherwise. Do I make myself clear? And that you have to have a decent economic structure at the base in order to have an aesthetically beautiful national capital.

Senator CONNOLLY (*Ottawa West*): I appreciate that, but I am concerned about this: that if the Federal District Commission was not operating in this area, a lot of these projects—and perhaps this is a good one to choose for purposes of clarification—would necessarily at some time or other be undertaken, sooner or later, by the municipality concerned. Isn't that the object, or the prime responsibility for making such changes as are going to affect the economics of the area?

Mr. HAY: Usually that is so but as a matter of record I do not suppose any Canadian city of any size would alter the railway structure within its boundaries. It is just too big a problem and they do not do it; and while it may be their duty to do it, if it was not done by some outside body, it probably just would not be done.

Mr. CARON: They would not have the money to do it because it is too costly. For example, take the changes in the sewer system asked by the Federal District Commission for future use. There is no city which has any possibility of doing it by themselves without the need of help.

Senator LAMBERT: I think it is important to point out that there have been very radical changes made in connection with the routing of railways into the cities of this country, but it was done as a result of an order of the Board of Transport. It was financed by the municipalities and the railways together, and very often by the railways alone upon the order of the Board of Transport Commissioners. I remember being present at a hearing of that board when a late chief commissioner instructed the railways to reconstruct an entire line in their approach to the city of Toronto because it cut across the back yards of some property which should not have been invaded at all. So he removed the federal government's interest altogether; and a possible adjustment or re-adjustment from a line of the railway in respect to the municipality becomes a decision of the Board of Transport Commissioners and of the railways and of the municipalities. I know that is purely a hypothetical question, but I do think that in connection with the suggestions which have been made here the railways are certainly an integral party to the plan and to a certain extent they are supposed to bear some share of the cost.

Senator CONNOLLY (*Ottawa West*): None of the cost of this was borne by the city.

Mr. HAY: None whatever.

Mr. CARON: As for the railways the only thing they paid for was the exchange of land.

The WITNESS: Yes.

Senator CONNOLLY (*Ottawa West*): Is there any estimate of the value of the land acquired by the railways?

Mr. HAY: You will note that in this first stage of the railway scheme, the first cost was between \$2 million and \$3 million. To date in exchange we have secured the right of way of the Canadian National Railway right across the city and that is to be used for the construction of the Queensway, the new highway. We consulted the Ontario government and an appraisal was made of it as a right of way for the highway. They put the figure around \$5,635,000. That was \$951,000 for the value of the land alone, so we doubled our money there on paper.

Mr. HARKNESS: The city of Ottawa is receiving a very considerable dividend from this railway relocation plan.

Mr. HAY: Yes.

Mr. HARKNESS: First of all, in the provision of better traffic facilities and secondly in the fact that their tax rolls will be increased. You said that urban redevelopment improved the municipal tax structure, and I take it that you mean that their tax rolls will increase as a result of it.

The WITNESS: The assessment of the area along the abandoned railway is doubtless going to be tremendously increased.

Mr. HARKNESS: And it will be reflected in more taxes.

The WITNESS: The city will gain handsomely. But the problem which has been noted by everybody who has dealt with it is the railway situation itself. You cannot really tidy up the national capital unless you fix up the railways. We could say it was a civic responsibility and leave it to the time when the city council might see fit to deal with it, but I do not think we are going to wait that long.

Senator CONNOLLY (*Ottawa West*): That is the thinking from the point of view of the commission?

The WITNESS: Yes.

Senator LAMBERT: What about it from the railways' point of view?

The WITNESS: The railways are not enthusiastic to spend their money. We have had a tremendous amount of persuasion. We have been working for two and a half years to bring this agreement to the point where we have it now; and while we have complete agreement with the Canadian National Railways, and we have agreement in principle with the Canadian Pacific as to the things which should be done and the scheduling of the times when they will be done, the working out of the details still remains to be done. The Canadian Pacific have placed an engineer in the city to work directly with us in working out such details.

Senator LAMBERT: There is a commitment to make alterations?

The WITNESS: We are going to get some. I think it would be very interesting to point out the railway lines the Federal District Commission will inherit as a result of this move. Would you mind showing them, Mr. McDonald.

Mr. McILRAITH: Could we have the charts put up at the front of the room as they are being shown instead of at the end of the room.

Mr. RICHARD (*Ottawa East*): While we are waiting for this, I suppose that a typical example of such projects would be the Dunbar Bridge, the Sussex Street Drive, the removal of the cross-town tracks, and so on?

The WITNESS: Yes.

Mr. RICHARD (*Ottawa East*): Those are real contributions by the municipalities concerned.

The WITNESS: Yes, particularly the Sussex Street bridge and the changes on that street. Actually so far as the city council is concerned, it is just another street to them, but it is a most important link in our driveway system here and one of the places where we cannot go anywhere else to find that link. We have to keep on Sussex Street. It would have been just another Ottawa street for many years to come if we had not provided the funds to carry out the work.

Mr. McDONALD: This is chart 20 dealing with the railway proposals of scheme 5B. This is the interim stage and it does not contemplate the removal of the station for about 25 years. But this indicates in principle the railway lines which will be available when the present agreement is worked out.

The Canadian Pacific line starting at Bell's Corners follows the Ottawa river into Lazy bay, and that line cuts up the whole west end and is crossed by quite a number of very dangerous grade crossings.

The Canadian National Railways cross-town track is, by and large, now available and will be vacated by the tracks from the Rideau canal westerly across Carling Avenue, past Pinecrest Road, through to about two miles west of the city limits.

Mr. CARON: Out in the South March area?

Mr. McDONALD: Yes. The Sussex line of the Canadian Pacific which goes from the Walkley diamond, just near the Walkley Road on Bank Street, will be severed at Bank Street and will be vacated from operating past Hurdman's bridge through to Eastview and right up into the area across from the National Research Council.

Mr. CARON: Where Boteler Street is?

Mr. McDONALD: It will be about there, almost right over to Sussex Street; and then there is the New York Central line from Hawthorne into Hurdman's bridge, and a branch of the Canadian National Railways at Hurdman's bridge which is very important; and the Canadian Pacific line from Union Station northerly across the inter-provincial bridge and across to Brewery Creek, and the branch which goes behind the Canada Cement plant by Leamy lake.

Mr. CARON: The red lines show the stage where they now are?

Mr. McDONALD: That is right, and they will remain there until the Union Station is removed to South Ottawa. At that time these red lines will be severed; that is the line from the station to Hurdman's bridge, and from Hurdman's bridge to Elwood.

Mr. CARON: What other lines have you for the New York Central?

Mr. McDONALD: That will disappear on the first stage.

Mr. COLDWELL: But until the station is removed you will still have considerable railway lines in the city.

Mr. McDONALD: That is correct.

Mr. McILRAITH: You will just have the north-south line.

The WITNESS: Connecting with Hull.

Mr. McILRAITH: And the other north-south line?

Mr. McDONALD: In the ultimate stage the north-south line parallels Preston Street, passes Dow's lake, and proceeds south to the diamond at the Walkley Road and it will remain for all time; but the trackage which I mentioned in this area, that is in the Union Station area, and serving the station, will be removed when the station is removed.

Mr. CARON: That is in 25 years.

Mr. McDONALD: Yes.

Senator LAMBERT: In all these suggestions I assume that the board has planned and is in full co-operation with the railways?

The WITNESS: These recent plans are approved, but the original plan 5-A, the predecessor of this, had the crossing removed, this north-south line there, which eliminated that line; and the other one which ran from the station and was to connect across Kettle Island, left no contact between Ottawa and Hull, so that in order to move freight from Ottawa to Hull you had to go according to freight rates for 20 miles, and instead of it costing \$5 per car, you would have a higher freight rate to pay. The Eddy Company would have had increased freight rates to the extent of \$350,000 a year. The next thing was that the Canadian Pacific Railways can start out in the morning with their way-freight and complete their run from Ottawa to Montreal with one crew and one shift; but the moment you add that other line you have gone over one day's trip, which just about doubles the cost for their personnel and their freight between here and Montreal and the intervening stations; it may not be generally known that all Canadian Pacific freight from Ottawa to Montreal goes over the north shore line and it would mean a tremendously expensive operation. But that was one of the main reasons why, until we agreed to this change, the C.P.R. never agreed to the national capital plan.

Senator LAMBERT: As it stands now, with that modification, it is approved?

The WITNESS: They have approved of this in principle. Now it is a matter of working out details, particularly of operations in the station area.

Mr. COLDWELL: What about the industrial sites in the Chaudiere Falls area? Is it contemplated that they be removed some time?

The WITNESS: I do not believe that the F.D.C., in working to improve the national capital, can afford that. We foresee a cost of \$30 million to move Eddy's and we cannot see the money to do that. Eddy's are the main taxpayers in Hull. They are today the main tax structure of the city.

Mr. CARON: And also the main employer.

The WITNESS: Yes.

Mr. COLDWELL: I can see the difficulty.

The Presiding CHAIRMAN: Are there any further questions?

The WITNESS: Might I mention one point because I think it is important. Eddy's, in the running of their mills, bring in a lot of wood by rail and ship out paper, sulphur, and so on, and their handlings amount to 17,000 cars a year crossing over this area.

Mr. COLDWELL: You will never beautify this city until those industries are removed.

The WITNESS: Substantially, they are helping to landscape the shoreline of their property. There is a viewpoint expressed by some that it is not a bad thing to see some Canadian industry from this side.

Mr. CARON: I was behind the Parliament Buildings once when American tourists were looking at it, and when they saw the wood and the mill there they said, "Oh, what riches there."

Mr. RICHARD (*Ottawa East*): There has not been anything done to improve the Booth site. I can see that Eddy's is a nice sight from this side of the river but the Booth site is not nice to look at from either side.

The WITNESS: That belongs to Eddy's and is part of the project. They have been very cooperative with us.

Mr. CARON: On page 30 you say:

"The Hull south parkway from Deschenes northeast to a junction with Fairy lake parkway in west Hull, with a branch along the Ottawa river waterfront linking with the Hull end of the Champlain Bridges." Is there any provision for a driveway of some kind along Brewery Creek?

The WITNESS: No, I do not think so; not as such.

Mr. HAY: Not as a driveway. It is proposed to make a park strip along there, but not a driveway. It is hardly wide enough for a driveway.

Mr. CARON: On page 92 you have: "Development along Brewery Creek in Hull, \$250,000." What is that for?

The WITNESS: To create a park.

Mr. CARON: You could not put a driveway along there on both sides?

The WITNESS: No. We would have to purchase a lot more land and it would be taking away from the industrial area. Remember the trouble we had getting a place for Pilon.

Mr. CARON: But now Pilon is established and some other small industries can easily be removed.

Mr. COLDWELL: Who is responsible for building the Hog's Back bridge over the falls there?

The WITNESS: There are two bridges there; one a fixed bridge over the river and another a moveable bridge over the canal. They are both owned by the Department of Transport. We believe they should both be replaced and widened and we would hope to get some assistance from the municipality.

Mr. COLDWELL: I remember when the bridge was built I wondered why such an unsightly bridge was built there and why concrete walls were placed on each side of it so that you cannot see through them.

The WITNESS: We feel that those should be replaced.

Mr. COLDWELL: I am glad to hear it.

The CHAIRMAN: Are there any other questions? If not, we will continue with page 34, "Progress of the master plan, 1945-1955, (ii) joint projects."

The WITNESS:

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Progress of the Master plan 1945-1955

(ii) Joint Projects

Since it was founded in 1899 the Federal District Commission has worked in co-operation with the City of Ottawa. Some of the Commission's parks actually are city property, leased for nominal sums and constructed and maintained by the Commission. The development of Confederation Square in 1939 as the site for the National War Memorial was a federal-municipal project, the Commission and the Department of Public Works expending approximately three million dollars to clear and develop the central area for the Memorial, and the City, for its part, widening and boulevarding Elgin Street south to Laurier Avenue at a cost of one million dollars.

These 1899 to 1945 joint projects were carried out in recognition of the fact that improvements to the Capital are, in part, a national responsibility.

After the Second World War it was appreciated that the National Capital Plan, then being prepared, was designed to meet municipal planning and development needs, as well as federal requirements, and that, if the Master Plan was to be successfully implemented, in its major aspects it would have to be considered as a comprehensive and large scale federal and municipal cooperative undertaking.

At the same time it was realized that the plan could not succeed if it required Ottawa, Hull and the other municipalities in the National Capital District, to carry out, or participate in projects beyond their requirements or resources as ordinary municipalities.

The terms of reference of the National Capital Fund therefore authorized its use by the Commission to assist in projects of a nature beyond ordinary municipal improvements.

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The terms further specified that this financial assistance was conditioned upon the effective cooperation of Ottawa and the other municipalities in the implementation of the Master Plan.

In this connection it should be noted that the City of Ottawa did not then have, and has not now, a comprehensive official plan for the expanding city; and that although the City Council has endorsed the Master Plan in principle, Ottawa has not adopted the National Capital Plan as its Master Plan. Ottawa is, however, the "designated municipality" in the Ottawa Planning Area Board, established in 1947 under the authority of the Ontario Planning Act. The other seven member municipalities are the Village of Rockcliffe Park, the Town of Eastview, and the Townships of Nepean, Gloucester, March, Torbolton and Fitzroy, all in Carleton County. The Commission is represented on this Board, as well as on its technical advisory committee.

Joint projects under the National Capital Fund may be initiated either by the Federal District Commission or by one of the municipalities in the National Capital District. They may therefore result in a federal contribution to a municipal project ((in which case detailed plans must be approved by the Commission) or a municipal contribution to a federal project.

The amount of the contribution in either case is considered on the basis of "degree of interest" of the other party. There is no set rule or financial formula: each project is negotiated separately.

In the case of a federal contribution of money, land, or ancillary development or construction to a municipal project, the federal "degree of interest" in reality reflects the degree to which the project furthers the implementation of the Master Plan, and the extent to which its timing, nature and scale are beyond ordinary municipal needs.

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The importance of comprehensive and up-to-date zoning bylaws in the municipalities within the National Capital District will be understood. To encourage zoning, the Commission has offered to provide staff or funds to any municipality within the district for the preparation of zoning plans, and has set aside the sum of \$25,000 for the purpose. The municipalities of Hull West and Templeton East have requested and received this assistance; and prior to the Commission's offer of assistance, zoning plans for the City of Hull, the Town of Aylmer and the municipality of Hull South had been initiated with Commission technical assistance.

Between 1945 and 1955, the following joint projects have been carried out or initiated under the Master Plan:

- (a) Federal District Commission Joint Projects with Ottawa and Hull
 - (i) *The Mackenzie King Bridge*: This crossing, built by the Commission over the Rideau Canal and the railway installation in Confederation Park, actually was the second project scheduled in the 1937-1939 report of Jacques Gréber, but the outbreak of the Second World War prevented its implementation. A crossing in the area also was recommended in the Holt Report

in 1915. The bridge was given first priority in the postwar Master Plan, and became the first completed project in the National Capital Plan. It was opened to traffic in 1951. The bridge was designed to relieve traffic congestion in Confederation Square by opening up a new east-west artery through the centre of the Capital, connecting with Stewart and Wilbrod Streets on the east, and Slater and Albert Streets on the west. A primary reason for its construction was to enable heavy commercial traffic to bypass the National War Memorial and the Parliament Buildings on Wellington Street, as recommended in the Report on the Master Plan, but this has not been fully achieved as truck traffic on Wellington Street is still unrestricted.

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The cost of the bridge was approximately \$1,864,000, of which the City of Ottawa contributed \$264,000, or approximately 14 per cent.

- (ii) *Fairy Lake Parkway*: This new parkway in West Hull has been described under Commission Parkway Construction, page 30. It is considered a joint project with the City of Hull because that municipality contributed land for construction valued at \$100,000.

(b) City of Ottawa—Federal District Commission Joint Projects

Probably I should mention, on approaching the matter of the Sussex Street bridge, that our contribution seems fairly heavy but the government is the main property owner and even under local improvements we would have to pay a large share of anything done on Sussex Street. The Mint, National Research Council and the block of buildings across the street are federal government property already.

Mr. COLDWELL: The contribution to the Mackenzie King bridge seems rather high.

The WITNESS: I think it was only a token contribution on behalf of the city. I do not think they were very anxious to come in on that. It was very difficult to get them into it at all.

Mr. HAY: The Mackenzie King Bridge is built largely on federal property.

Mr. McILRAITH: Before you leave that, the F.D.C. did not tie the city up with any agreement that they would make the streets approaching the bridge or instructions as to the direction of traffic, or parking, or anything else, and for some time the bridge was not put into full use.

Mr. HAY: The agreement provided they should make the approach streets one-day. There were certain construction difficulties, as I recall it, as regards the approaches which did not make it possible.

The WITNESS: There were some things which were not completed until after the bridge.

Mr. McILRAITH: But did the federal government contribute to those?

The WITNESS: Not to those down to Albert Street. The expense of that was borne by the city.

Mr. RICHARD (*Ottawa East*): Apparently there was no agreement made as to widening those one-way streets, Wilbrod, Slater and Albert, because they are very narrow streets.

Mr. HAY: At the time the agreement was made, the situation was pointed out and the city was unwilling to include anything about those streets in the agreement toward expense.

Mr. RICHARD (*Ottawa East*): On Albert and Slater Streets there are conditions which make it impossible to widen those streets because construction is going on there right up to the sides of the streets, and there is no agreement that wider streets would be provided.

The WITNESS: No.

Mr. RICHARD (*Ottawa East*): I am thinking of the uptown area.

Mr. LEDUC (*Gatineau*): About 5 years from now, the Queensway will be constructed and traffic from Montreal to Toronto will pass over the Queensway instead of on Rideau Street.

Mr. HAY: That was the theory, that the Mackenzie King Bridge would be an interim means of improvement, but the ultimate improvement for traffic would be the Queensway which would take a large measure of traffic off Rideau Street.

The WITNESS: I imagine that the expense of widening the streets was a factor too. When you start tinkering with buying little bits of property along a street you are getting into colossal sums of money.

Senator LAMBERT: The fact of the matter is—and I remember this very well—that Mr. Bronson was chairman of the board at the time that the Mackenzie King bridge came up and the understanding was that the city would definitely look after the approaches to the bridge. The final settlement was that the federal treasury advanced the money and the city of Ottawa never paid anything in connection with the approaches to the bridge at all.

Mr. HAY: The board of control of the day was unwilling to go further than \$300,000, and actually spent only \$264,000.

Senator LAMBERT: \$300,000. I remember the amount was paid over to the city by the Federal District Commission to take care of that.

Mr. HAY: No. The city put up \$264,000 of their own.

Senator LAMBERT: The balance was paid by the F.D.C.?

Mr. HAY: No. It has not been spent.

Senator LAMBERT: I am glad you have corrected me. My impression was very different.

The WITNESS:

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- (i) Sussex Drive and Bytown Bridges: This City of Ottawa project was recommended in the Master Plan because the street provides a direct and impressive route between Government House and Parliament Hill. A number of federal public buildings and national institutions are located along it, and it furnishes a connecting link in the Commission's Driveway system between Lady Grey Drive and Rockcliffe Park. The project required two new bridges over the Rideau River at Green Island; and the improvement of Sussex Street from George Street to Princess Avenue (adjacent to Government House) by the removal of street car tracks, trolley wires, poles and most of the overhead transmission lines; and new pavement, sidewalks and curbs, street lighting and landscaping. The street was widened and dual-laned between Boteler Street and the new bridges. The estimated total cost was \$1,520,000, of which the Commission agreed to pay a sum not exceeding \$1,010,000, or about 66 percent. Up to December 31, 1955, the Commission has paid approximately \$745,000.

Mr. FRASER (*St. John's East*): On page 38, with reference to Sussex Drive, up to December 31, 1955, the commission spent approximately \$745,000. Could you tell us how much the city has paid up to that same date?

Mr. COUTURE: I take it that you want to know if the commission has paid moneys in addition to the \$745,000?

Mr. FRASER (*St. John's East*): The city.

Mr. COUTURE: We do not know that. All I know is that we have paid \$745,000 and that the city is sending us bills to a value of \$125,000. So that to the end of March, in our bookkeeping, we will have paid to the city of Ottawa about \$825,000 on account of our share of \$1,010,000. A substantial part of the balance will represent landscaping, which the commission will do on the sides of Sussex Drive itself.

Mr. CARON: About 66 per cent was carried out by the Federal District Commission and the other 34 per cent was supposed to be paid by the city.

Mr. COUTURE: The way it works is that they did the work and we are paying them; they are not paying us; they do the work and we pay them.

SENATOR CONNOLLY (*Ottawa West*): They made contracts?

Mr. COUTURE: They made contracts for constructing, and we contracted to reimburse them for some specific parts of construction.

(ii) *The Dunbar Bridge*: This bridge constructed by the City of Ottawa represents a project in the Master Plan for the extension of Bronson Avenue southerly over the Rideau River to provide a much needed new north-south traffic artery, and a direct route to Rideau Heights, a new large government building site where new buildings for the Department of Public Works and the Post Office Department shortly are to be constructed. It also provides an additional route to the Ottawa Airport. The bridge was opened to traffic in 1955. The estimated cost of the bridge and approaches was \$1,000,000, of which the Commission agreed to contribute one sixth, or approximately \$170,000 or 16.7 per cent.

The reason for that is that we considered it reasonable and that the situation at that time in the national capital plan, in the southern entrance to the city, was well on the way and we make a token payment there on that bridge; we did not need it particularly at that time.

SENATOR CONNOLLY (*Ottawa West*): Would you say that the approaches to that bridge at the Driveway and at Bronson Avenue are going to be improved shortly?

The WITNESS: We hope so. There is a plan prepared which includes altering of the route and a new bridge over the canal. That is not in the fairly close future, but again it is a joint project and will get away, we hope, from following Bronson Avenue south of the canal in a large part.

Senator CONNOLLY (*Ottawa West*): Who owns the land west of Bronson Avenue and south of the canal.

The WITNESS: It is government land, ordinance land, until you get to the Carleton College property.

Mr. HAY: The division line is about Sunnyside Avenue, and south of that it belongs to Carleton College.

Senator CONNOLLY (*Ottawa West*): The land is available there to build proper approaches?

Mr. HAY: Yes; but it would be a city project in which we share.

Senator CONNOLLY (*Ottawa West*): The city then would have to acquire the land from the crown?

Mr. HAY: Yes.

Senator CONNOLLY (*Ottawa West*): To make those approaches adequate?

Mr. HAY: Yes.

The WITNESS: That inlet was particularly needed, especially at Bronson Avenue.

Senator CONNOLLY (*Ottawa West*): It was bad perhaps from the point of view that most of the people who come to Ottawa by air are taken uptown over that road and it is in rather bad shape right now.

The WITNESS: It is a city street

Mr. HAY: We are pressing the city for early possession of the report on that made by their engineers last year.

The WITNESS:

- (iii) *The Queensway limited access roadway*: This is a federal-provincial-municipal project and represents the first conversion of railway right of way to roadway under the Master Plan. It is made possible by the construction by the Commission of new rail facilities along the Walkley Road at the City's southern boundary and the subsequent relocation of the CNR crosstown tracks and yard operations. The Queensway will, in effect, constitute a rerouting of Highway 17 away from the congested governmental and commercial heart of the Capital on 19 mile limited access road across the City, and it fringes from east to west, using the abandoned CNR crosstown tracks right of way for most of its length. The junctions with present Highway 17 will be in the vicinity of Green's Creek on the east, and South March on the west. It will cross the Rideau River at Hurdman's on a new bridge constructed by the City and already opened to traffic. The Queensway is now in the planning stage, and construction is expected to take about four years.

The Federal District Commission's contribution to the project to date is the former CNR right of way, which the Commission widened by land acquisitions costing about \$2,225,000 in order to provide a roadway allowance with a minimum width of 180 feet.

Mr. CARON: Could we see that on the map?

The WITNESS: Yes. When we got into the city the railway right-of-way was not wide enough to provide a landscaped boulevard and highway and we had to buy extra land. Our contribution to the Queensway, as far as the F.D.C. is concerned, will amount to the land for the major highway and the landscaping of it after it is completed.

Mr. McDONALD: Mr. Chairman, this is chart 23, dealing with highways and streets. The Queensway commences at Green's creek on the east, follows across country to the city limits, that portion being the responsibility of the Department of Highways. Then it passes across Hurdman's bridge. Between the Rideau river and the Rideau canal, the westbound lane will loop around this way and the eastbound lane will do that—will pass southerly—then it will pass between Chamberlain and Catherine streets to Bronson Avenue, and then will follow the right of way of the crosstown track to the intersection with Carling Avenue; thence it will probably stay on the cross-town tracks westerly past the city limits to join with Highways 17 and 15 at South March. Highway 17 then proceeds up the Ottawa river. Highway 15 goes to Perth, and Highway 7 goes to Toronto. I just point out that the Queensway is in fact a by-pass since, while it goes squarely through the city, the traffic is separated from the local traffic.

The WITNESS: Might I say that we have the report of the consulting engineers and it is now available for all the members of the committee so that they can see exactly what details they have gone into and what happens at each of the street crossings and so on.

Senator CONNOLLY (*Ottawa West*): Essentially this is a government project, is it not, this scheme?

The WITNESS: This is the result of a series of meetings between interested groups. I think it was generated by our own suggestion. The Federal District Commission made a suggestion, the reason being that again it is going to be a very expensive operation. They foresee that over the full development it may well run to about \$31 million with all the clover-leaves and the grade separation, but that does not all need to be done in the initial stages. However, we were faced with the problem in the F.D.C. of getting that cross-town way built across in the next ten or twelve years, if we had to do it out of our own money, so we started looking for ideas and it seemed to be a good thing to get it as a link in the trans-Canada highway system. We took it up with the Ontario government and as a matter of fact with the city as well. We had a series of meetings in Toronto and the Minister of Public Works, the Hon. Mr. Winters, represented the trans-Canada highway authority, and Her Worship represented the city of Ottawa along with her engineering staff, and Mr. Hay and myself represented the F.D.C., and finally from Premier Frost's office we had this proposal; that you have a share of the cost, the share of the federal government being the land, and the right of way and the landscaping which will be governed by the Trans-Canada Act, and then the remainder of the construction costs to be shared between the city and the provincial government. That was agreed to at a meeting about twelve months ago in Toronto and as a result of this report that we will receive, the Hurdman's bridge was built on the strength of it.

Senator CONNOLLY (*Ottawa West*): By the city?

The WITNESS: We have not put it in evidence yet, because we consider part of it is between the city and the provincial government, the expenditure there. It has not been blossoming very fast this last while, but I presume it will go ahead because it is a very good bargain for all concerned. The alternative would be a tremendously greater expenditure for all the parties to the agreement and for that reason we believe it will go ahead before very long.

By Mr. Coldwell:

Q. You have no idea of any date?—A. No, we cannot say that because the two principal sharers of the cost are the ones who will have to decide when to put the equipment to work, that is on the construction costs, and it was agreed at that meeting that it would be constructed by the provincial government because they have the personnel and equipment within the highway department to handle a job of this nature. According to the thinking at that meeting it will probably be turned over to the city for maintenance and snow ploughing and things like that in winter. They have considerable negotiations to carry out in all these matters, so we are more or less standing aside and saying "we are ready to go on with it when you are".

By Senator Connolly (Ottawa West):

Q. Could you give us a rough allocation of the \$31 million as between these four authorities?—A. Yes. We do not believe that all the clover-leaves and under-passes need to be built. There has been some argument over that as to just what will be left over, and there is some negotiation as to just which belongs to the government and so on; but to eliminate that, we could foresee that we have a federal government contribution in the land, or rather we are in the process of making it. It is in our estimates and you will have the figures for that; it is around \$5 million for the land itself and that will take three-quarters of a million probably, apart from landscaping, which is under the Trans-Canada Highway Act. The federal government's share will work out

somewhere between \$1 million and \$2 million, and the remainder of the work as planned will have to come from the other bodies. It may be that it will get trimmed down to \$25 million for the total thing. Mr. Hay said about \$31 million. The railway right of way we have inherited from the Canadian National Railways was valued at over \$5 million. So there are a number of problems yet to be solved, although the understanding is fairly clear now as to how it will be shared.

Q. I have one more question: what would you say will be the length of the highway which will be completed by the expenditure of the \$25 million or \$31 million?—A. It is roughly ten miles, from city boundary to city boundary, but the provincial government and the Department of Highways looks after it, and from the city boundaries out it is all trans-Canada highway.

By Senator Lambert:

Q. The division of cost will remain very much, I would think, to be apportioned by the provincial government and the federal government.—A. Around that.

Q. The division of cost of the \$31 million or \$25 million would be on the basis of the ratio according to your rough estimate of about 5 to 1.—A. Yes. Something like that.

Q. That is, one part to the federal government and the other five parts to the provincial and the municipal governments?—A. Yes.

Q. And of those five parts, I would think that the major portion would be provincial.—A. I do not think so. I think probably they will expect the city to pay the major share. That is the basis on which it was discussed. As a matter of fact they all realize that to solve the problem in any similar way would cost much more. That is why they are interested and willing to pay by shares.

Q. This is all part of the trans-Canada highway system?—A. Yes. It definitely is, but whether it will be trans-Canada or not I am not sure.

Q. There is a federal grant in connection with the trans-Canada highway. Will that be applied to it?—A. Yes; but the Trans-Canada Highway Act stipulates a roadway which is 24 feet wide with two 10-foot strips. The Queensway has two one way roadways separated by a boulevard and there has to be some "finangling" to clear that up.

Q. So you will have some extra expense over the trans-Canada highway standards?—A. There may be, but that is going to be negotiated by the Department of Public Works. We do not negotiate that, and we do not know what the sum will be.

Q. What I am trying to get at now is the total estimated cost of the \$25 million, one fifth of which would be borne by the federal authorities. Would the vote which has already been made in connection with the Trans-Canada highway help that out in any way?—A. Yes, it looks after that.

Q. And it has already been appropriated by the trans-Canada Board?—A. Whatever is paid by the government in addition to the Federal District contribution of land and landscaping will be part of the vote of the Trans-Canada Highway Act.

By Senator Connolly (Ottawa West):

Q. Would you say that this is more of a provincial or more of a civic project than it is a project for which the Federal District Commission is mainly interested?—A. Well, we wanted a highway across there and access roads would have to be built up piecemeal under the Federal District Commission if it had been attempted in this way. I think probably that is the answer. Heaven knows that the city needs that thing pretty badly, and we want it too.

By Mr. Coldwell:

Q. Perhaps I have misunderstood it, but I understood that the \$2 million odd that you have put into the property would be part of the trans-Canada.—
A. No, that is the Federal District Commission's contribution.

The CHAIRMAN: Now, the Carling Avenue widening.

The WITNESS:

- (iv) *Carling Avenue widening*: A municipal project, to which the government is contributing land, owned by several government departments, and totalling in value about \$400,000.
- (v) *"Advance of Need" municipal sewer and waterworks projects*: These came about when in 1950 the City of Ottawa annexed 21,000 acres, comprising the urban parts of the neighbouring townships of Nepean and Gloucester, to achieve unified control of municipal services throughout the greater Ottawa area. Without such unification it would have been difficult, if not impossible, to co-ordinate and finance the extension of services needed for the future development of the urban area according to the Master Plan.

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An engineering report, (Gore & Storrie) prepared at the joint expense of the Commission and the municipalities, provided a plan for the re-development and extension of water supply and sewer services over a period of years. The plan includes a sewage disposal plant for the Capital. The estimated cost of the program in 1949 was about \$23 million.

An early start on major sewer and water projects recommended in the Gore and Storrie Report, was necessary in order to provide services to new federal departmental buildings, which were being erected in various outlying areas of Ottawa in conformity with the decentralization policy of the Master Plan. At the time, residential construction in these areas had not yet reached a degree of density as to require services on such a large scale.

To permit starts to be made on these projects the Commission agreed to financially assist the City by paying the interest on the debentures until the time at which it was estimated future residential growth would result in the projects being undertaken by the City as a normal procedure.

The Commission was authorized to use the National Capital Fund for the purpose, and after estimating the period of advance of ordinary municipal need in each case (utilizing forecasts of the rate of urban growth in the Report on the Master Plan) entered into agreements with the City to assist in eight projects. The advance of need periods range from two to twelve years, and the total amount to be paid out of the National Capital Fund is estimated at \$2,796,857.

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It should be stated at this point that current studies and surveys by the Commission's Planning Division reveal that the rate of growth of the urban area forecast by Mr. Greber in his report has, over the past ten years, greatly exceeded expectations. It is felt that the periods of advance of need could have been shorter in some cases, but there was no way of knowing this at the time.

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In detail the projects are as follows:

Projects started in 1951

<i>Sewers</i>	Estimated Cost	Actual Cost	Payment Period Years	Rate %	Total Federal Grant
West Nepean Collector	\$2,500,000	\$2,447,496	12	3.7%	\$1,086,688
Rideau River Collector	940,000	934,041	12	3.7%	429,188
				4.1%	
South Nepean Collector . . .	130,000	129,042	12	4.1%	64,088
				4.2%	
Sewage Disposal Site	200,000	54,949	12	4.1%	27,035
		(to date			
		145,051	12	4.1%	71,365
		on com- pletion			(commit- ment)
<i>Water Mains</i>					
Carlington Hts.				3.7%	
Reservoir and Feeder	\$2,280,000	\$2,300,385	8	4.1%	\$ 681,362
Alta Vista Storage Tank . . .	250,000	243,598	10	3.7%	90,131
	<u>\$6,300,000</u>	<u>\$6,109,511</u>			<u>\$2,449,857</u>

*Project started in 1955**Sewer*

Rideau River Extension Col- lector Sewer	\$ 525,000	7	4%	\$ 147,000
			(Est.)	

*Project agreed upon, but construction not yet started by City**Water Main*

Large Cross City Feeder				
Water Main	\$2,806,000	2	4%	\$ 200,000
				<u>\$2,796,857</u>

The CHAIRMAN: Perhaps you can explain the following page?

The WITNESS: Yes. Actually this sheet I have here, and which I have just received, gives a better summation than the one in tabular form. On page 42 of the F.D.C. brief you will note that the first column there is an estimate of what it costs. The second column is the actual expenditure as against that estimate; the third column is the period of years in which the project was carried on in advance of need, an estimate of that; the next column is the rate of interest paid on money put forward, and from thereon it is the yearly grants opposite each one of these expenditures. Finally, for each project in the triple columns you will see the yearly payments that will be made until the end of agreement in each case.

By Mr. Harkness:

Q. It appears from this chart that the city is going to pay well over one-third of the cost of these extensions for sewers and so on which seems to me to be pretty high.—A. Do you mean the city?

Q. No, the Federal District Commission will pay to the city over one-third of the cost of this sewage extension, and it seems a little doubtful to me that that is a proper expenditure of a large sum of Federal District Commission funds. But I do not know.—A. I think an explanation of this agreement was made at the time before the Municipal Grants Act was conceived on its present scale and that under the circumstances the probability is that there would not be nearly such generous treatment at the present time.

Q. It certainly seems to be extremely generous, and I think that any other city in Canada would be very, very pleased to receive similar treatment.—A. They are not getting their construction cost. We are not paying for any portion of the construction costs. It is only the interest on the money spent earlier than it would otherwise have been. After all, this formula of dealing with it was the creation of the Auditor General. It is the Sellar formula and it was Watson Sellar who thought it up.

By Senator Connolly (Ottawa West):

Q. Would you explain it with reference to locality, because I think it is a little hard to understand.—A. Yes, we have it on the chart here.

Mr. McDONALD: Mr. Chairman this is chart 15, which shows an indication of the F.D.C.'s financial assistance to local municipalities. Of the three colours shown, red indicates assistance on sewer projects; blue indicates assistance on water projects, and orange indicates assistance on bridge and roadway projects, and on putting wires underground.

The basic plan of municipal servicing according to the Gore and Storrie engineering report in that the effluvia from the sewage system would be collected into a sewage disposal plant to be located at the mouth of Green Creek. It would be collected by a collector sewer paralleling the Ottawa river and would pick up all the other sewers as they flowed into the Ottawa river. To that end contribution was made to the Nepean collector, which is the one shown in red. That is the part of the system which follows the Ottawa river to the disposal plant site.

There is also a contribution to the Rideau river collector sewer which carries down to the Rideau river and will ultimately connect to the collector sewer that takes the effluvia to the disposal site.

There was a contribution towards the acquisition of a sewage disposal site. We have the water filtration plant located on Lemieux Island, and there will be an expenditure on additional reservoir capacity as set up. The engineering report recommended additional reservoirs, the main one being the Carlington Reservoir which is located roughly in the area of Carling Avenue and the former cross-town tracks, and it is on very high ground. As well, there were other reservoirs made, one in the Alta Vista area to which the commission made contribution. There was one in the Rockcliffe area built at the city's expense, and one on the Island Park Drive. By improving the reservoir capacity it obviated the need for the extension of the filtration plant. Other contributions were made to the Dunbar bridge over the Rideau river and a small contribution to getting wires overhead placed underground, and the Sussex Drive development and the Chaudiere bridge improvements.

Mr. RICHARD (*Ottawa East*): And Hurdman's bridge too?

The WITNESS: No.

Mr. COLDWELL: When do you expect the sewage disposal site to be utilized?

Mr. McDONALD: I do not think there has been any definite date put on that.

By Mr. Harkness:

Q. How much has been contributed by the Federal District Commission to these reservoirs?—A. No capital money. The interest is here. You can tell what the annual payment is. On the three reservoirs the cost is \$2½ million, but we are paying on those things. Our contribution to the Carlington reservoir, which is one of tremendous importance, and which is on the west side of the city; it pumps water up there at night and helps their fire protection, and it prevents their having to develop their pumping capacity out here,—and we are paying, over eight years, \$29,600, and that is the interest on the \$800,000 which has been spent.

Q. That is \$28,000?—A. No, \$29,000 a year for eight years, for interest at 3·7 per cent for the Carlington reservoir; and for the Alta Vista storage tanks we spent \$¼ million and we are paying them for 10 years on that a total of \$990 a year.

Q. Making a total by the way of \$350,000.

Mr. COUTURE: I think the chairman of the commission is reading only the one line item. The correct figure is \$681,000 for the Carlington reservoir and \$90,000 for the Alta Vista storage tank. The figures which our chairman is quoting are merely the grants, one year's expenditure only, and not the total expenditure. So the correct total under each reservoir will mean an amount of \$771,000.

Mr. HARKNESS: Which will be paid by the F.D.C.?

Mr. COUTURE: Over a period of years, yes.

Mr. MANG: Are those projects completed now?

The WITNESS: Yes.

By Senator Lambert:

Q. May I ask how far these local projects, particularly in relation to the sewage disposal, are being integrated to the large plan of utilizing the Green creek area?—A. They are all tied into that plan; they are all part of the final plan of disposing of sewage at Green creek.

Q. They all have collector systems which will fit into the final program?—A. Yes.

Q. I notice that according to your figure and according to the engineering report, as much as \$23 million is given as the cost of building that kind of plant which they visualize in their report.—A. Yes.

Q. There was another figure used as a second possibility of around \$17 million instead of \$23 million, if I remember correctly; in other words, there are two different plans?

Mr. HAY: There is also the feature that you have to consider the cost of the plant and its collectors on the Hull side of the river as well.

By Senator Lambert:

Q. Yes, I am just leading up to that point, in connection with this problem here, that reference has been made to the interest that prevails in the F.D.C. plans on each side of the river. The properties are owned today by the F.D.C. on each side of the Ottawa river, indeed within a distance of four or five miles from the Chaudiere down to the research laboratory which about marks the outlet, and there are something like 20 outlets for raw sewerage entering into that river. How can any Federal District Commission or any other organization plan for a successful realization of a master plan with a condition like that obtaining in the middle? In other words, 10 or 20 years ago when a similar committee to this one met and made a report, it regarded the sewerage conditions in the river as an upsetting obstacle in the way of

the development of a federal district, and it suggested very definitely that steps be taken towards the establishment of an adequate sewerage disposal system. That of course raised the whole question of jurisdictional responsibility on each side of the river. But one wonders if any headway has been made at all towards the realization of a solution of that very very serious problem, which in my opinion should be one of the prime claims upon the attention of the municipalities involved.—A. I may say that we appreciate it as being one of the crying needs of the area, and of the national capital area, that the sewerage situation in the Ottawa area be cleaned up. But the unfortunate part of it is that it comes under the heading of provincial jurisdiction and we have absolutely no right and authority whatever to deal with the problem as such. All we can do is to try to generate interest in it. We have succeeded in getting the mayors of the municipalities concerned in this area to consider it, and to have both provincial governments study it and make reports on sewerage conditions in the Ottawa vicinity and the communities west of here. The work has been completed on the study in Ontario, but I do not think that the report has been published to date. Quebec at least has completed its report and their data is in; the conditions are known, but whether the government will do anything about it or not I have not the faintest clue.

Q. The net result is these efforts that are outlined on this map here tend to aggravate the situation which exists on the Ottawa river and that is all. It is not really laying the ground for any sound future improvement in the situation.—A. No, I think that is not quite the case.

Q. I must say, the collector sewers.—A. The things we are doing all fit into the final scheme of taking that sewerage down to the disposal plant at Green's Creek, either by water supplying the area or by sewers which will clear the sewerage from those new areas. And I think it probably is important that we mention that the reason for a lot of this work was the fact that when the national capital plan was promulgated about 1948 or around then, that it became known that it was being prepared and that the form it was going to take—it was not accepted in parliament until 1950. But at that time the city of Ottawa decided that something must be done to implement this thing, and they took in this vast area around the city. That increased it to some 21,000 acres, and it created a tremendous problem for the city in the way of services and transportation. It was thought at the time that it was because of the fact that the problem was more or less generated by the national capital plan that something should be done to assist. So ways and means were sought, and this formula was provided. But I should draw attention to the fact that our contribution over 12 years will be limited to a total of \$2,378,000 and that our proportion of the capital cost is in the order of \$23 million so we are not paying one third or anything like it. Our total contribution of interest on money borrowed in order to advance the thing amounts to about 1/10 of the total capital cost.

By Mr. Harkness:

Q. What you have said about the responsibility of the provinces and the municipalities in this matter of sewage disposal, more or less reinforces the considerable doubts which I entertain as to the propriety of the F.D.C. expending quite large sums for this purpose. It seems to me that the responsibility should not be on the F.D.C.; it is on the province and the municipalities and this in a way constitutes a dispersal of the resources of the commission which could perhaps be more properly used for other purposes.—A. Each one of these projects is considered by the Privy Council on our recommendations and sometimes very serious questions are asked in connection with them. We have

the alternatives to consider, and if you do not share with them you will just have the national capital left to what the city council decides. Right now there is a battle going on. We have refused to participate in bringing the services out to the west area beyond the Dunbar Bridge where the post office building and the public works buildings are to go. The city is taking the stand that unless the government pays they will not put them in until they need them.

Senator LAMBERT: Until who needs them?

The WITNESS: Until the needs are justified for that vicinity.

Now, whether the government will put them in and take the money out of the Municipal Grants Act, I do not know. But that is what we are up against.

Mr. ELLIS: Should not the federal assistance be through some other agency if the city feels that putting up these federal buildings is aggravating?

The WITNESS: That would be government policy and we are acting as the agent of the government in these dealings.

Senator LAMBERT: Gen. Kennedy, I think, agreed with my general statement that the situation in relation to the final sewage disposal is, to a certain extent, aggravated by the growth of local facilities which we are helping to finance.

The WITNESS: Yes.

Senator LAMBERT: I just want to take that as a basis to have some sort of cooperative step taken to bring the provinces of Ontario and Quebec into a plan which will obviate this condition and bring about the final establishment of a sewage disposal plant on either side of the river, if you like, that will at least lay the basis for some favourable aspect of the federal district plan as a whole, because I feel very strongly that so long as these conditions continue and increase that it is just making a hollow mockery out of our pretences about our duty and the quality of our federal district plan.

It is very well known now, I think, that the Department of National Health in the province of Ontario has identified itself very positively in an effort to supply and help to finance the facilities for sewage disposal in the municipalities of the province of Ontario. At the last session they passed legislation. It is a water resources bill, which I have no doubt you have read.

The WITNESS: Yes.

Senator LAMBERT: There were two bills. Another one had to do with some local appeals in Woodstock, but the principal one indicates a complete willingness on the part of that province, through its very well managed Department of Health. Thanks to the deputy, Dr. Berry, the people of Ontario today in the municipalities have become very conscious of this thing which I am trying to emphasize here in connection with the Ottawa river. On the other hand, we have had indications from the province of Quebec, especially the anti-pollution league with headquarters in Montreal, that they too were ready to do what they can towards overcoming this evil. We had Dr. Piché in this city who delivered an address on this very problem which affects the environments of the city of Montreal, and he paid particular attention to the contributory factor in that condition which prevails in the Ottawa river all the way down to Black Bay in Montreal.

Surely the federal authorities, who are trying to do so much to improve federal-provincial relations in other respects, can take some steps towards bringing about very needed measures to overcome a condition which—and it is surely patent to everybody—means disaster in the end if it continues for another 10 years without alleviation.

I would like to suggest, if the committee and the steering committee agree, that a definite invitation be made to the officials who are interested in this, with the consent of the governments of the provinces, to come here and discuss

this problem with us because I think they know more about the sewage disposal problem than anybody else. I would like to have Dr. Berry here, for one, to give us some information as to what he is trying to do and what is being accomplished in the province of Ontario along this line. I am quite satisfied also, from what I hear, that you could also get some briefs from the province of Quebec, from either Dr. Piché or someone who is close to the provincial administration, to come and speak about it from the point of view of the Quebec side of the river.

The Presiding CHAIRMAN: Well, Senator Lambert, I think your suggestion will certainly be studied and we will see what can be done to bring those people before the committee as soon as possible so that we can assess this problem.

Mr. McILRAITH: I would like, Mr. Chairman, to support what Sen. Lambert has said about this and the steps he proposes necessary to meet this problem.

The WITNESS: On behalf of the Federal District Commission I can only say we completely support the idea. Something has to be done. We do not see how we could do it, but there is a crying need.

Mr. GOUR (*Russell*): I think that the main job, whatever else we do, is to take this thing up right away.

Mr. BLAIR: I would like to support Sen. Lambert's suggestion. Dr. Berry is an authority in this matter. If you are going to create a city of beauty in the national capital this must be disposed of somehow. If this committee does not do anything else that should be the first thing that should be attended to. There is a dreadful condition going on there.

I personally know Dr. Berry and I regard him as an authority on this matter, and what he could tell us on it would amount to a great deal. I think this committee should hear Dr. Berry.

Senator LAMBERT: I happen to know that a survey has been made on the Ontario side of the river all the way down to Hawkesbury. It is not ready for publication yet, but will be before very long and I think you could have the benefit of that information if Dr. Berry were to come here and give that evidence.

The Presiding CHAIRMAN: Definitely I think we have to meet a number of varied problems here during the sittings of this committee, and the pollution of the Ottawa river is one of the most important. We will try to do everything we can in order to help solve that problem.

Mr. LEDUC (*Gatineau*): I am fully in agreement with Senator Lambert and all the other members, that we should do everything to prevent the pollution of the Ottawa river. But this situation in the province of Quebec will be quite complicated by the fact that there will be about seven or eight municipalities interested in that main sewage disposal system from Aylmer down to Deschenes, Hull, Gatineau and right down past the International Paper Mill at Gatineau Mills. So, if only one side of the river sets up a sewage disposal system it would not solve the problem. You would have to have an understanding between the two provinces in order to solve this situation.

The Presiding CHAIRMAN: At least we can hope that perhaps the provincial authorities will take the lead in helping the different municipalities in the province of Quebec to solve their problem.

Mr. COLDWELL: Even if it were alleviated on the Ontario side, it would be a tremendous help.

Mr. McILRAITH: The Quebec people are just as concerned about this as are the people on the Ontario side.

Mr. BLAIR: There was some discussion in the house last year on the pollution of the South Saskatchewan river and it looked as if some arrangements

would have to be made on a river which flows through several provinces or on the border. I think the matter was under consideration. There were vigorous protests made about the South Saskatchewan river last year.

Mr. COLDWELL: Not nearly as bad as this situation here.

The Presiding CHAIRMAN: Well, I think we have done a great amount of work today. We will re-convene tomorrow at 11.30.

. . . The committee adjourned.

APPENDIX "A"

OTTAWA, le 28 mars 1956

L'honorable Maurice L. Duplessis, C.R., M.P.P.,
Premier Ministre de la Province
Hôtel du Gouvernement
Québec, P.Q.

Monsieur le premier ministre,

Le Comité mixte du Sénat et de la Chambre des communes, institué aux fins d'examiner les progrès et les programmes de la Commission du district fédéral quant à l'élaboration et à la mise en œuvre du plan de la capitale nationale et de présenter un rapport, vient de se mettre au travail. A cet égard, vous trouverez, ci-joint, un exemplaire du mémoire présenté par la Commission du district fédéral qui fait actuellement l'objet d'un examen de la part du Comité.

Les coprésidents du Comité, l'honorable sénateur F. W. Gershaw et M. Armand Dumas, député, m'ont chargé de vous communiquer ce renseignement et de vous faire part de l'invitation cordiale que vous adresse le Comité, à vous-même ou à quiconque vous pourriez désigner, d'assister à une réunion du Comité pour y présenter l'avis de votre gouvernement à ce sujet, si vous le désirez.

Si vous avez l'intention d'accepter l'invitation du Comité, je vous serais reconnaissant de bien vouloir, en répondant, indiquer si vos représentations seront formulées par écrit ou de vive voix simplement, ou des deux façons à la fois.

Si un mémoire est soumis, qu'il soit ou non présenté par quelqu'un assistant à une réunion du comité, il faudra en faire parvenir 50 exemplaires au comité au plus tard le jeudi 19 avril 1956, alors qu'il nous sera possible de fixer, le cas échéant, les dates des présentations de façon à accommoder tous les intéressés.

Le Comité vous saurait gré de lui faire connaître votre avis à cet égard le plus tôt possible.

Veuillez agréer, monsieur le premier ministre, l'assurance de mes meilleurs sentiments.

(Signature) ANTOINE CHASSÉ,
Secrétaire du comité mixte relatif
à la Commission du district fédéral.

OTTAWA, le 16 avril 1956

L'honorable Maurice L. Duplessis, C.R., M.P.P.,
Premier Ministre de la Province
Hôtel du Gouvernement
Québec, P.Q.

Monsieur le premier ministre,

Pour faire suite à ma lettre du 28 mars, je vous adresse une copie de la version française du mémoire présenté par la Commission du district fédéral au comité mixte du Sénat et de la Chambre des communes.

Agréer, monsieur le premier ministre, l'expression de mes meilleurs sentiments.

Le greffier du comité,
(Signature) ANTOINE CHASSÉ.

OTTAWA, le 28 mars 1956

S. H. le maire Thomas Moncion,
Hôtel de Ville,
Hull, P.Q.

Monsieur le maire,

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Si vous avez l'intention d'accepter l'invitation du Comité, je vous serais reconnaissant de bien vouloir, en répondant, indiquer si vos représentations seront formulées par écrit ou de vive voix simplement, ou des deux façons à la fois.

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Le Comité vous saurait gré de lui faire connaître votre avis à cet égard le plus tôt possible.

Veuillez agréer, monsieur le maire, l'assurance de mes meilleurs sentiments.

(Signature) ANTOINE CHASSÉ,
Secrétaire du comité mixte relatif
à la Commission du district fédéral.

OTTAWA, le 16 avril 1956

S. H. le maire Thomas Moncion,
HULL,
P.Q.

Monsieur le maire,

Pour faire suite à ma lettre du 28 mars, je vous adresse une copie de la version française du mémoire présenté par la Commission du district fédéral au comité mixte du Sénat et de la Chambre des communes.

Agréez, monsieur le maire, l'expression de mes meilleurs sentiments.

Le greffier du comité,
(Signature) ANTOINE CHASSÉ

CITÉ DE HULL—CITY OF HULL

Cabinet du Maire
Mayor's Office

le 17 avril 1956

M. Antoine Chassé,
Secrétaire du comité mixte,
Commission du District fédéral,
Ottawa, Ont.

Monsieur le Secrétaire,

J'accuse réception de l'aimable invitation d'assister à une réunion du comité et de présenter l'avis de notre Conseil.

Un comité spécial est à préparer un bref, soulignant ce que nous croyons être dans le meilleur intérêt général et en particulier de notre Cité et de la région québécoise. Celui-ci sera terminé d'ici quelques jours et prêt à être déposé, dès la semaine prochaine. Tel que demandé, nous ferons parvenir le nombre requis de copies rédigées en français et en anglais. Si c'est le désir des membres du comité, nous serons présents aux séances et prêts à fournir les détails supplémentaires.

Veuillez me croire,

Votre tout dévoué,

(signature) THOMAS MONCION,

Maire.

CITÉ DE HULL—CITY OF HULL

Cabinet du Maire
Mayor's Office

le 17 avril 1956

M. Antoine Chassé,
Secrétaire du comité mixte,
Commission du District fédéral,
Ottawa, Ont.

Cher monsieur,

J'accuse réception, avec remerciements, de votre lettre du 16 avril courant ainsi qu'une copie de la version française du mémoire présenté par la Commission du district fédéral.

Veuillez me croire,

Votre tout dévoué,

(signature) THOMAS MONCION,

Maire.

JOINT COMMITTEE

HOUSE OF COMMONS
CANADAOTTAWA, Ontario,
MARCH 28TH, 1956.

Her Worship Mayor Charlotte Whitton,
City Hall,
OTTAWA,
Ontario.

Your Worship:

The Joint Committee of the Senate and the House of Commons, appointed to review and report upon the progress and programmes of the Federal District Commission in developing and implementing the plan for the National Capital, has just commenced its work. In this connection, you will find enclosed a copy of the brief submitted by the Federal District Commission which is now under review by the Committee.

I have been directed by the Joint Chairman, the Honourable Senator F. W. Gershaw and Mr. Armand Dumas, M.P., to communicate the above information to you and to extend the Committee's cordial invitation to you, or to whomever you may designate, to attend before the Committee and to present the views of your Council on the matter, if you so desire.

If it is your intention to accept the Committee's invitation, it would be appreciated if you would, in your reply, indicate whether the representations you wish to make will be in writing or simply oral, or both.

In the event that a brief is to be submitted, whether or not through attendance before the Committee, 50 copies of the brief should be in the hands of the Committee not later than Thursday, 19th April, 1956, at which times attendance dates, suitable to all concerned, may, if necessary, be arranged.

The Committee will be grateful if your advice in this matter is received at the earliest possible date.

Please accept, Your Worship, the expression of my highest regards.

ANTOINE CHASSE,
*Clerk of the Joint Committee on
the Federal District Commission.*

FEDERAL DISTRICT COMMISSION

ANNUAL GRANTS PAYABLE TO THE CORPORATION OF THE CITY OF OTTAWA RE LARGE SCALE SEWER AND WATER MAIN DEVELOPMENTS AS SHOWN

This Table Supplements the Information shown on Page 12 of the F.D.C. Brief to the Joint Committee of the Senate and the House of Commons

PROJECT 1*	Estimated Expenditure approved by the Gov. in Council	Actual Expenditures	Grants payable for 10 years shown	Rate of which Grant is payable	Grant for 1951	Grant for 1952	Grant for 1953	Grant for 1954	Grant for 1955	Grant for 1956	Grant for 1957	Grant for 1958	Grant for 1959	Grant for 1960	Grant for 1961	Grant for 1962	Grant for 1963	Grant for 1964	Grant for 1965	Grant for 1966	Grant for 1967	Grant for 1968	T.T. Grant
Sewers—																							
West Niagara Collector	2,500,000		12	%	%	3-7																	
Expenditures 1951	533,254.61					23,454.57	23,454.57	23,454.57	23,454.57	23,454.57	23,454.57	23,454.57	23,454.57	23,454.57	23,454.57	23,454.57	23,454.57	23,454.57	23,454.57	23,454.57	23,454.57	23,454.57	23,454.57
" 1952	1,115,193.65					45,454.57	45,454.57	45,454.57	45,454.57	45,454.57	45,454.57	45,454.57	45,454.57	45,454.57	45,454.57	45,454.57	45,454.57	45,454.57	45,454.57	45,454.57	45,454.57	45,454.57	45,454.57
" 1953	560,000.00					4,412.52	4,412.52	4,412.52	4,412.52	4,412.52	4,412.52	4,412.52	4,412.52	4,412.52	4,412.52	4,412.52	4,412.52	4,412.52	4,412.52	4,412.52	4,412.52	4,412.52	4,412.52
" 1954	100.00					0.32	0.32	0.32	0.32	0.32	0.32	0.32	0.32	0.32	0.32	0.32	0.32	0.32	0.32	0.32	0.32	0.32	0.32
" 1955	100.00					0.32	0.32	0.32	0.32	0.32	0.32	0.32	0.32	0.32	0.32	0.32	0.32	0.32	0.32	0.32	0.32	0.32	0.32
	2,500,000	2,447,452.55	1			23,454.57	48,102.17	90,532.00	90,537.32	90,537.32	90,537.32	90,537.32	90,537.32	90,537.32	90,537.32	90,537.32	90,537.32	90,537.32	90,537.32	90,537.32	90,537.32	90,537.32	90,537.32
Rideau River Collector	500,000		12		3-7																		
Expenditures 1951	202,217.22					11,015.54	11,015.54	11,015.54	11,015.54	11,015.54	11,015.54	11,015.54	11,015.54	11,015.54	11,015.54	11,015.54	11,015.54	11,015.54	11,015.54	11,015.54	11,015.54	11,015.54	11,015.54
" 1952	146,518.25					5,412.25	5,412.25	5,412.25	5,412.25	5,412.25	5,412.25	5,412.25	5,412.25	5,412.25	5,412.25	5,412.25	5,412.25	5,412.25	5,412.25	5,412.25	5,412.25	5,412.25	5,412.25
" 1953	188,429.30					6,718.88	6,718.88	6,718.88	6,718.88	6,718.88	6,718.88	6,718.88	6,718.88	6,718.88	6,718.88	6,718.88	6,718.88	6,718.88	6,718.88	6,718.88	6,718.88	6,718.88	6,718.88
" 1954	200,760.02					12,332.00	12,332.00	12,332.00	12,332.00	12,332.00	12,332.00	12,332.00	12,332.00	12,332.00	12,332.00	12,332.00	12,332.00	12,332.00	12,332.00	12,332.00	12,332.00	12,332.00	12,332.00
" 1955	740.00					0.32	0.32	0.32	0.32	0.32	0.32	0.32	0.32	0.32	0.32	0.32	0.32	0.32	0.32	0.32	0.32	0.32	0.32
	500,000	514,941.28	12			11,015.54	14,881.74	15,715.41	15,715.42	15,715.42	15,715.42	15,715.42	15,715.42	15,715.42	15,715.42	15,715.42	15,715.42	15,715.42	15,715.42	15,715.42	15,715.42	15,715.42	15,715.42
South Nepean Collector	150,000		12																				
Expenditures 1951	11,155.12					1,359.50	1,359.50	1,359.50	1,359.50	1,359.50	1,359.50	1,359.50	1,359.50	1,359.50	1,359.50	1,359.50	1,359.50	1,359.50	1,359.50	1,359.50	1,359.50	1,359.50	1,359.50
" 1952	11,155.12					1,359.50	1,359.50	1,359.50	1,359.50	1,359.50	1,359.50	1,359.50	1,359.50	1,359.50	1,359.50	1,359.50	1,359.50	1,359.50	1,359.50	1,359.50	1,359.50	1,359.50	1,359.50
" 1953	25,000.00					2,600.00	2,600.00	2,600.00	2,600.00	2,600.00	2,600.00	2,600.00	2,600.00	2,600.00	2,600.00	2,600.00	2,600.00	2,600.00	2,600.00	2,600.00	2,600.00	2,600.00	2,600.00
" 1954																							
" 1955																							
	150,000	129,042.18	12			1,359.50	1,359.50	1,359.50	1,359.50	1,359.50	1,359.50	1,359.50	1,359.50	1,359.50	1,359.50	1,359.50	1,359.50	1,359.50	1,359.50	1,359.50	1,359.50	1,359.50	1,359.50
Sewage Disposal Site	200,000		12																				
Expenditures 1951	51,425.52					2,108.58	2,108.58	2,108.58	2,108.58	2,108.58	2,108.58	2,108.58	2,108.58	2,108.58	2,108.58	2,108.58	2,108.58	2,108.58	2,108.58	2,108.58	2,108.58	2,108.58	2,108.58
" 1952	7,325.00					144.51	144.51	144.51	144.51	144.51	144.51	144.51	144.51	144.51	144.51	144.51	144.51	144.51	144.51	144.51	144.51	144.51	144.51
" 1953	24,918.87					2,108.58	2,108.58	2,202.01	2,202.01	2,202.01	2,202.01	2,202.01	2,202.01	2,202.01	2,202.01	2,202.01	2,202.01	2,202.01	2,202.01	2,202.01	2,202.01	2,202.01	2,202.01
	200,000	24,918.87	12			2,108.58	2,108.58	2,202.01	2,202.01	2,202.01	2,202.01	2,202.01	2,202.01	2,202.01	2,202.01	2,202.01	2,202.01	2,202.01	2,202.01	2,202.01	2,202.01	2,202.01	2,202.01
Water Mains—																							
Carleton Place Reservoir and Foster	2,280,000		8		3-7																		
Expenditures 1951	800,905.20					29,600.19	29,600.19	29,600.19	29,600.19	29,600.19	29,600.19	29,600.19	29,600.19	29,600.19	29,600.19	29,600.19	29,600.19	29,600.19	29,600.19	29,600.19	29,600.19	29,600.19	29,600.19
" 1952	1,014,010.31					37,540.28	37,540.28	37,540.28	37,540.28	37,540.28	37,540.28	37,540.28	37,540.28	37,540.28	37,540.28	37,540.28	37,540.28	37,540.28	37,540.28	37,540.28	37,540.28	37,540.28	37,540.28
" 1953	262,244.29					12,812.42	12,812.42	12,812.42	12,812.42	12,812.42	12,812.42	12,812.42	12,812.42	12,812.42	12,812.42	12,812.42	12,812.42	12,812.42	12,812.42	12,812.42	12,812.42	12,812.42	12,812.42
" 1954	175,448.71					9,867.03	9,867.03	9,867.03	9,867.03	9,867.03	9,867.03	9,867.03	9,867.03	9,867.03	9,867.03	9,867.03	9,867.03	9,867.03	9,867.03	9,867.03	9,867.03	9,867.03	9,867.03
" 1955	15,628.03					817.76	817.76	817.76	817.76	817.76	817.76	817.76	817.76	817.76	817.76	817.76	817.76	817.76	817.76	817.76	817.76	817.76	817.76
	2,280,000	2,460,955.20				29,600.19	37,140.77	77,052.50	83,114.63	83,170.18	83,170.18	83,170.18	83,170.18	83,170.18	83,170.18	83,170.18	83,170.18	83,170.18	83,170.18	83,170.18	83,170.18	83,170.18	83,170.18
Alta Vista Storage Tank	250,000		10		3-7																		
Expenditures 1951	20,731.07					990.00	990.00	990.00	990.00	990.00	990.00	990.00	990.00	990.00	990.00	990.00	990.00	990.00	990.00	990.00	990.00	990.00	990.00
" 1952	15,530.00					693.00	693.00	693.00	693.00	693.00	693.00	693.00	693.00	693.00	693.00	693.00	693.00	693.00	693.00	693.00	693.00	693.00	693.00
" 1953	501,270.76					7,555.95	7,555.95	7,555.95	7,555.95	7,555.95	7,555.95	7,555.95	7,555.95	7,555.95	7,555.95	7,555.95	7,555.95	7,555.95	7,555.95	7,555.95	7,555.95	7,555.95	7,555.95
" 1954																							
" 1955																							
	250,000	514,537.72	1			990.00	1,634.76	9,012.12	9,012.12	9,012.12	9,012.12	9,012.12	9,012.12	9,012.12	9,012.12	9,012.12	9,012.12	9,012.12	9,012.12	9,012.12	9,012.12	9,012.12	9,012.12
Analysis of above and Total Grants Due																							
	5,410,000.00	5,038,000.00		3-7	3-7	68,725.94	155,997.11	320,847.87	278,041.88	278,041.88	278,041.88	278,041.88	278,041.88	278,041.88	278,041.88	278,041.88	278,041.88	278,041.88	278,041.88	278,041.88	278,041.88	278,041.88	278,041.88
	630,000.00	640,000.00		4-1	4-1																		
	4,300,000.00	5,109,539.33		4-2	4-2																		
Commitments—(Estimated Yearly)																							
Allocation	(see above)	545,000.00	12		4-1 and 4-2																		
Sewage Disposal Site																							
Rideau River Collector Sewer	525,000.00	525,000.00	7		4-0																		
Lotteries																							
City of Ottawa Water Main	2,500,000.00	2,500,000.00	2		4-0																		
Total Grants including Commitment	8,315,000.00	9,585,569.33			Grant	68,725.94	155,997.11	320,847.87	278,041.88	278,041.88	278,041.88	278,041.88	278,041.88	278,041.88	278,041.88	278,041.88	278,041.88	278,041.88	278,041.88	278,041.88	278,041.88	278,041.88	278,041.88

* To be determined.

† Excess estimate transferred to R.R.C.

‡ Excess estimate transferred to C.H.R.P.

FRIDAY APRIL 20, 1956.

11.30 A.M.

The Presiding CHAIRMAN (Mr. Armand Dumas): Gentlemen, we now have a quorum. Before we proceed further with the brief, I wish to say that this afternoon a report on the Queensway limited access roadway in the city of Ottawa will be transmitted to all of the members of this committee. I understand Major General Howard Kennedy wishes to make a statement in order to clear up some misunderstandings regarding the commission's share of the municipal sewers and water mains constructed in advance of the need. I will ask Major General Kennedy to read his statement.

Major General Howard Kennedy, Chairman, the Federal District Commission, called.

The WITNESS: Thank you Mr. Chairman.

Mr. Chairman, in order to clear up the possibility of misunderstanding in connection with the commission's grant paid or payable to the corporation of the city of Ottawa regarding the construction in advance of need of sewers and water mains, which subject was discussed yesterday afternoon, I think it desirable that I should make the following statement:

When the large table, dated April 17, 1956, for these annual grants, which supplements the information shown on page 42 of our brief, was reviewed by the committee, I believe Mr. Harkness stated that the commission's grants for these sewers and water mains were in the neighborhood of one-third of the cost to the city of \$6,300,000.

I should like to emphasize what I said yesterday, that is,—the city assumes the entire cost of construction and the commission's grants are for a share of the interest paid by the city on the debentures issued for the cost of construction. If it is desired to arrive at the percentage that the commission's contribution is of the total outlay made, or to be made, by the city, for the cost of construction and relative interest, for the sewers and water mains, the figures would be as follows:

- | | |
|---|----------------------|
| 1. The total cost of construction of projects for which the commission has agreed to contribute is estimated at | \$9,585,561. |
| 2. The total interest to be paid by the city on the debentures issued to finance these projects will amount to | \$6,682,275. |
| (We understand that these debentures are for a term of 20 years.) | |
| 3. The total cash outlay of the city for construction and interest will then amount to | <u>\$16,267,836.</u> |

That is the total construction.

- | | |
|--|---------------------|
| 4. The total grants to be paid by the commission for our share of the interest on these debentures is estimated at | <u>\$2,796,857.</u> |
| 5. The commission's share of the total cost of construction and interest to be paid by the city will then be | <u>17.2 percent</u> |

6. This percentage, of course, does not present a proper picture of the commission's share regarding these projects. The city has agreed to pay for 100% of the cost of construction and the commission has agreed to reimburse the city for a part of the total interest. This reimbursement will amount to, on the average, for the projects approved to date, (\$2,796,857 of \$6,682,275)—that is 41·8 percent

In other words, we pay 41·8 per cent of the interest, but we do not pay any of the principal at all. I just wanted to make that clear so that there would not be any misunderstanding.

The presiding CHAIRMAN: So, if this is clear, we will proceed with the progress of the master plan.

Mr. RICHARD (*Ottawa East*): Mr. Chairman, just to clear my mind; when you speak about \$2,700,000, that amount of interest that is contributed towards the interest, it is not the interest, it is the contribution towards the interest, that will be paid off in a total of 10 years?

The WITNESS: Twelve years.

Mr. RICHARD (*Ottawa East*): But their financing will be figured over a period of—

The WITNESS: Twenty years.

Mr. CARON: If there are a number of new buildings built over there during that period it would be reduced?

The WITNESS: No. We have not any agreement by which it would be reduced.

Mr. CARON: No agreement?

The WITNESS: We have an agreement that we pay that part of it over that time.

Mr. CARON: \$2,976,000?

The WITNESS: Yes.

Senator CONNOLLY (*Ottawa West*): Mr. Chairman, the yardstick which the commission uses to enter into a project of that kind is always this, I understand: these projects to which the commission is making in the form of interest payments contribution are all projects which are undertaken by the city, actually in advance of the needs of the city, at the places they are installed; is that so?

The WITNESS: Yes. I might say, they are also in advance of actual municipal need as foreseen in the Gore and Storrie report which is the general plan on which this is all premised. They had a schedule, and with respect to those things that were advanced ahead of that schedule, we negotiate and pay the actual interest charges on the money for the period.

Senator CONNOLLY (*Ottawa West*): Is the city's plan for developing projects of this kind, sewers and water mains, timed in accordance with the recommendation of the commission's plan?

The WITNESS: Yes, that is the position to which they are working. Actually that is our feeling, and the statistics will be quoted later in the hearing here to indicate how much faster the city has developed than what was anticipated. Therefore we feel that, particularly in some of these areas, the services are not being developed in advance of need. Therefore, we will not necessarily share at all in the development for some of those areas, because the rapid growth of the city has provided a market for the water, and led to the necessity of building sewers in many cases.

Senator LAMBERT: May I ask General Kennedy, in the preparation of your brief, and particularly in this reference to city problems of reorganization, an organization within the city and the Greenbelt area, have you given any consideration to the report of the Ottawa Planning Area Board which was submitted to city council, and to the municipalities of Eastview, Gloucester and Nepean in 1948. I have a copy of it here, dated in December 1947, on the future development of the city of Ottawa. Because there are certain very definite suggestions in that, I was wondering if they had been taken into consideration in connection with the—

The WITNESS: I would ask Mr. Hay to answer that.

Senator LAMBERT: Yes.

Mr. Alan K. HAY (*General Manager, Federal District Commission*): I think, Senator Lambert, the principal thing in that report which was taken into consideration was the recommendation for a unified control of the area, that is of Ottawa. It could not be dealt with as a planning agency without bringing in some of the adjoining territory, and later on Ottawa expanded by annexing portions of the townships of Nepean and Gloucester.

Senator LAMBERT: I am not going to discuss this at any length, but I think it is very important, because I want to ask you finally the result of this. Has anything been done since 1947, or 1948 to further the recommendation made by this provincial body, apart from these many other advantages of centralization and municipal administration of this area, and the resultant simplification of contact with the dominion authorities, which might well come to be looked upon as the greatest single contribution that this city could make towards the development of the national capital. It covers the detail of the previous suggestions. Do you think that the recommendations of that board have been carried out in any way?

Mr. HAY: Only to the extent that Ottawa extended its boundaries and took in some of the adjoining territory.

Senator LAMBERT: There have not been any definitions of boundaries, so far as the delimitation between the city and the Greenbelt is concerned. I think you made that clear earlier in your brief, but that is something that is still to be fixed.

Mr. HAY: That is correct.

The WITNESS: I would say my feeling is that there has not been any move toward getting a central organization that is powerful enough to deal with matters such as this. It all has to be done by negotiation between ourselves and the different municipalities.

Senator LAMBERT: I see. There has been no real consolidation of the situation as far as the municipalities are concerned?

The WITNESS: We deal with each problem.

Senator LAMBERT: That is the point. I had that impression too.

The CHAIRMAN: Any other question on this subject? If not, we will proceed with the progress of the master plan, 1945-1955, page 43.

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Progress of the Master Plan 1945-1955

(iii) The Federal Building Program

Federal building construction in the Capital, like elsewhere, is carried out by the Department of Public Works, or by Crown companies or agencies for their own use. The Commission's responsibilities, as stated in the Federal District Commission Act, are limited, in general, to location, site planning, and approval of architects' plans for the buildings' exteriors.

The war effort, the tremendous industrial and commercial development of Canada as a nation, and the expansion in federal government activities, greatly affected Ottawa both as a city and as a seat of government. The large increase in population and extensive residential development of the past decade resulted in the integration into a metropolitan area of the former urban cores of Ottawa and Hull with their loosely connected suburbs. At the same time, the Capital's development towards a more cosmopolitan community is reflected in the fact that in 1939 representation from abroad consisted of three High Commissioners' offices and five legations; today there are thirty embassies, nine legations and six High Commissioners' offices.

Wartime accommodation needs were met by an extensive building rental program and by the erection in parks and other available space of temporary wooden office buildings.

Despite the large federal building program over the past decade the need for new office accommodation is still far from being met. Urgent need, or expediency, however, has not been permitted to lower standards of what is considered desirable in the National Capital, or to overrule the Master Plan.

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Where possible, the policy has been to decentralize the new departmental buildings, while at the same time complete the desired development of the central area and Wellington Street. Decentralization was recommended as a means of avoiding increased downtown congestion and of permitting civil servants to live in residential areas near their offices, as well as for obvious civil defence reasons. As a result large building sites have been acquired or designated in all parts of the capital area, and space is now available to meet federal building needs for the foreseeable future. The Federal District Commission, as required by law, has approved, and in some cases co-ordinated, development of a dozen major site plans, and approved architects' plans for about 150 federally-constructed buildings. Some of the projects such as head office of Central Mortgage and Housing Corporation in the east end, have been completed. Farther east on the Montreal Road there has been extensive construction by the National Research Council. In Hull the new Government Printing Bureau is now being occupied. In the west end of Ottawa progress continues on the development of the Tunney's Pasture site. Buildings constructed here to date have been for a new Bureau of Statistics, Department of Public Works testing laboratories, a records building, laboratories for the Department of National Health and Welfare, and for Atomic Energy of Canada. More are projected. The Department of Mines and Technical surveys plans extensive development adjacent to the present Bureau of Mines on Booth street, with a Geological Survey building and chemical laboratory to be constructed immediately. Other buildings for Surveys and Mapping branches will complete the development of this site.

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A large tri-service hospital is to be located on Department of Veterans Affairs property in the rapidly expanding area of the city south of the Rideau River. The Department of Public Works and the Post Office Department, both now in the central area, will move to Rideau Heights, a large site on the Bowesville Road in the southern section of the city. Much of the Carling avenue frontage of the Dominion Experimental Farm is coming into use as building sites for the Department of Agriculture.

RCAF operational flying is now centered at Ottawa Airport, and the Commission has co-ordinated development plans here for the Department of National Defence, the Department of Transport and the National Aeronautical Establishment. A new terminal building adequate for an international airport (Ottawa now is a trans-Atlantic alternative for Dorval) is being designed.

West of the City at Shirley's Bay is the Defence Research Board establishment, already developed and capable of further expansion.

Among the last of the large government departments yet to move under the decentralization policy is the Department of National Defence. Several sites are now being considered for this department, including one on the Baseline Road near Pinecrest Cemetery at the south-western boundary of the City, which has been acquired by the Department of Public Works for a future government building site, as recommended in the Master Plan.

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When the Defence Department's new headquarters are finally constructed, the temporary wartime buildings it now occupies in Cartier Square at the southern edge of Confederation Park will be torn down and the site used for a National Art Gallery. Because of the urgent need for new accommodation for the National Gallery (now housed in the east wing of the National Museum, where a fire hazard exists and there is room to hang only a quarter of the national art collection) a building which can be used as a temporary gallery and afterwards for government offices, is to be erected on the site of the Laurentian Building on Elgin Street, at the western access to the Mackenzie King Bridge.

Of other new developments in the central area, Wellington street is the most important. The east building of the Veterans' Memorial group is now completed and occupied and the west building to be occupied by the Department of Trade and Commerce, is under construction. Old buildings west of the latter to the junction of Sparks and Wellington streets will be demolished, and the block-long triangle will become a park. Across the street on the north side, overlooking the Ottawa River, is the site for the new National Library building, the design of which has been approved and an early start is expected. No. 1 Temporary Building, one of three west of the Supreme Court, is to be demolished to make room for the library. It will be the first of the temporary wartime wooden office buildings to go.

The postwar federal building construction program in the area up to the end of 1955, excluding Federal District Commission and incidental government works, represents an increase of about \$73,000,000 in the national investment in the Capital. Its impact upon the economic and physical development of the area has been very great, and added to it are the effects of non-government construction and development.

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As the National Capital Plan enters its second decade, the importance will be recognized of close cooperation and harmonious working relationship between the many different authorities in the National Capital District in the effective and economic furtherance of the work.

(iv) *Municipal Projects*

While this brief submitted by the Federal District Commission is not the proper place to discuss affairs of a purely municipal nature, the preparation of the Master Plan for the National Capital District necessitated a thorough study of the basic factors affecting the social and

economic well being of the inhabitants of the region. The Commission, therefore, is not unaware of the problems of Ottawa, Hull and other municipalities in the District. The local urban municipalities, and the adjoining rural municipalities into which the urban populations still overflow, like most Canadian communities in the postwar years, have had their hands full meeting the demands for very costly services, schools and roads for new residential areas, rapidly developing under the pressures of increasing populations.

Ottawa's largest single municipal project is the extension of the sewage and waterworks system to service the 21,000 acres annexed in 1950. Although "advance of need" projects in this program are being assisted by the Commission, most of the estimated cost in 1949 of \$23,000,000 falls upon the City.

An Ottawa Planning Area Board was established in 1947. An area of subdivision control, largely conforming to Ottawa's expanded municipal boundary, controls subdivision of land within its limits. Attempts to establish the greenbelt around the urban areas proposed in the Master Plan, so far have failed. This important problem is dealt with separately in Section 5(a), page 68.

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Nor is it a function of this brief to deal with housing, but the work of Central Mortgage and Housing Corporation in the National Capital area represents a form of federal activity and is worthy of note.

The Corporation's direct account house-building program has been extensive. It includes a veterans development of 275 houses in Hull; another of 423 houses in the Merivale Road—Carling Avenue area of Ottawa; the Strathcona Heights Apartment development of 418 units for veterans at Mann Avenue, Ottawa; 214 detached houses for members of RCAF stationed at Uplands Airport; and another 500 houses for RCAF personnel at Rockcliffe Airport.

Federal assistance has also been provided under Section 36 of the National Housing Act for development of serviced lots and house building in the Hurdman's Bridge area along the Rideau River. Here a federal-provincial land assembly project known as Riverview Park is providing 634 serviced lots with municipal cooperation.

An excellent example of a large-scale combined single and multiple dwelling project carried out by a single private firm with assistance under the National Housing Act is Manor Park in Ottawa's east end.

The problems of urban redevelopment, common to practically all Canadian municipalities, is one yet to be dealt with in the Capital and its area.

By Mr. Richard (Ottawa East):

Q. Somewhere, during your reading, you mentioned about federal construction in the city and in the area surrounding the city. Due to the fact that the F.D.C. has put so much money into Sussex Drive and bridges and has purchased so much property in the eastern part of the city near the Ottawa river, is there not some property in the area which is suitable for some public buildings in the eastern part of the city.—A. We, as the commission, recommended the purchase of the land. You are speaking of the area opposite the National Research Council?

Q. And also where the temporary buildings are on Sussex Street.—A. We are recommending that that land be acquired for the reason that we will inherit a large portion of it in the railway project which is foreseen. What

buildings can go there is a problem that is rather difficult to foresee at the moment, for the reason that the policy is to decentralize the government buildings to the perimeter of the city and elsewhere. There is a possibility that that might be used for a housing development of one sort or another and of a quality decided upon by Central Mortgage and Housing Corporation in the area. We recommended the acquirement of the area there in order to protect the investment we are already making in the area.

Q. Do you see some public buildings going up along Sussex Street and Sussex Drive?—A. I do not believe that it is in the government's program.

Q. It was thought that the site was good enough on which to put up the city hall on the end of it.—A. Yes. The idea there is that it was getting the city hall out of the more congested area into one suitable as a site which had good inlets, access and parking facilities, and an area sufficient around it to build an adequate city hall. But we at one time thought that the National Gallery might go down in that area. However, for various reasons, humidity and the effect it would have on the pictures, the National Gallery was turned down in that area, but even more important it is felt that the National Gallery should be in easy walking distance of the centre of the city.

Q. I am going to suggest that the commission should pay more attention to that site. It could hardly be thought that in the future there would be an open space all along Sussex Street Drive facing the Ottawa river. It is perhaps one of the most beautiful sites in the city for public buildings.—A. I may say that as far as the F.D.C. was concerned, it would have been happy to have seen the National Gallery go there. Mr. Greber has recommended a museum site down there. It will have to fit in with whatever is the policy of the government as regards location of government buildings.

Q. But you have recommended acquiring that site on Sussex Street?—A. Yes.

By Senator Reid:

Q. I would like to ask a question. I am not against developing parks; but realizing that you are developing the great areas outside and that we have the driveways, and in view of the great difficulty of parking in the city, have you given any consideration, when the buildings are demolished on Wellington Street, to a parking area? Should not that be made into a large parking area, rather than a park? You are developing the parks outside the city, but inside the city if there is anything needed in this city it is parking and driveway space. I wonder if you should not give consideration to doing that rather than making a small park.—A. I may say that it has not been considered for the purpose of parking. That suggestion has not come before the F.D.C. I would say, off-hand, from our studies of other big lots that it is not the proper shape for a parking lot; it is a pie-shaped piece of land, and it is not big either. Again, we do not feel that parking areas as such are quite the field of the F.D.C. I think that is more a municipal thing than ours. We want to improve traffic movement and so on, but we do not feel that it is a duty of the F.D.C. to provide parking for all and sundry.

Mr. CARON: Speaking of parking, last week or the beginning of this week, they had quite a fuss at the city hall about parking around the place which is reserved for the city hall. That is, the commission which came into the picture, asked them to limit their parking to so many cars. What is the idea of limiting the parking there?

The WITNESS: I should say that I have not seen the transcript of what has happened at the Board of Control meeting, and, therefore, I do not know just what the discussion covered; but I would say that one thing that was done,

which was in the letter which went to the city office which we had written on behalf of the government, was that we pointed out that the availability of the parking space was one of the attractions of it.

Senator CAMERON: The newspaper reports said 30 cars and it seemed ridiculous.

The WITNESS: The plan of the architect called for parking for visitors of 30 cars, but that is not for the members of the city hall staff.

By Mr. Caron:

Q. That is only for visitors?—A. Yes.

Q. They would have ample space for employees of the city hall?—A. Yes. I understand that that is what the debate was about. The basement of the city hall property is given up to parking for 160 cars, but that is not enough to handle the group. It is really not our problem. If they put the parking lot on Sussex Street we would object, but we would not object to one behind the building.

Mr. FRASER (*St. John's East*): Is not the provision of parking space a municipal problem?

The WITNESS: That is the way we see it. I think probably that it might be interesting to the members of the committee to realize that the federal government at the present time is providing something in the order of 7,000 parking spaces free for members of the government or for civil servants. That is one of the complaints that is being made by the city, that they cannot get anybody to take up commercial parking because of all the free parking that is given to the users of the uptown streets. It is a real problem. Parking for the cars, however, is not really our pigeon. We do want to keep the traffic moving.

Senator REID: And you want to provide for visitors otherwise they will not see the capital.

The WITNESS: Yes, that is true, but if there were off-street parking provided, as would be provided in any other city where there was not a government, then there would be room for visitors.

By Mr. Caron:

Q. But it is a fact that there is a government, and I really believe that all the municipal field has to be supervised anyway by the commission because it is all interlocked in one way or another. Around the city hall, it was the commission who came in and said there will be parking space for only 30 cars.—A. We did not say that; it was the city.

Q. That is what was reported in the newspapers.—A. I am not responsible for that.

Q. I am glad that you can say it today because the opinion of the public is that the commission came in and objected to more than 30 cars. They do not say that the city decided that. Now that you have made the statement, the public will know.—A. We have approved of that plan which is a vastly different thing. If the city wants 30 parking spaces there it is all right; if they want another 100 out at the back of the city hall, it is all right. It is all right as long as it is in a place which we approve.

Mr. LEDUC (*Gatineau*): Is it still the plan of the F.D.C. to build a two-storey parking lot when the D.V.A. building at the corner of Sussex and Rideau Streets is demolished?

The WITNESS: That is still in the national capital plan, but I do not know how it would be financed—possibly by the Canadian National Railways. There is provision in an area just beyond the West Block for another parking area under Parliament Hill.

Senator REID: I thought you said that you were not interested in parking. You did say that.

The WITNESS: If I gave that impression I did not do it intentionally. There is a difference between government parking, provision for members of the government here, and the public who visit the place.

Mr. CARON: I think what you said is that it is mostly a municipal problem.

By Mr. Philpott:

Q. Could we have that information again, please, about the underground parking on Parliament Hill?—A. I think that it is for 180 cars just west of the west block between the old Supreme Court building and the west block, which will be used for underground parking and landscaped.

Q. Is there any plan for underground parking on the main front lawn of the Parliament Buildings?—A. No, not yet.

Mr. CARON: That should be suggested by the Commission.

Mr. PHILPOTT: The same as they have in San Francisco.

The WITNESS: It is solid rock, and you would also have to work out entrances and exits from the parking area which might completely wreck your front lawn.

Mr. McILRAITH: There is the opinion now that parking should be removed from in front of the buildings. There are very strong expressions of opinion coming forward as to that.

The WITNESS: I am sure that the commission agrees with that point of view.

Mr. McILRAITH: Visitors coming here apparently agree to it too. It is alongside the front entrance and along the edge of the lawn. There are very strong objections to that.

Senator CAMERON: Will there be an opportunity for a fairly full discussion on parking at a later time?

The Presiding CHAIRMAN: We may have another item on parking.

The WITNESS: There is not a special item in the brief.

Senator CAMERON: I think that it is a very important thing and that there should be more parking lots. I think we should have a full discussion. One of the ugliest things which you can see in this area is cars parked all over the shop.

The WITNESS: I would be glad to see such a discussion. The city, with merchants of Ottawa and the Federal District Commission, shared jointly in preparing a report on traffic conditions and particularly off-street parking. Last year they brought up Wilbur Smith from Yale University who made a report which is very comprehensive and which shows the density of parking, makes certain recommendations as to use of streets and forecasts the use of certain places for parking; but the fly in the ointment is that there is so much free parking here that they cannot interest people in going into that. In order to provide parking space for cars in a building, the cost works out to about \$3,000 per space.

Senator REID: This is the only city in Canada which provides free parking space.

By Senator Connolly^a (Ottawa West):

Q. I wonder if Major General Kennedy would mind reverting again to the question of the parking space to the provided underground near the plaza. You said that is being provided in the national capital plan.—A. Yes.

Q. What is the location of that parking space?—A. Where the Daly Building is now.

Q. Would it be underground?—A. Yes, and landscaped on top.

Q. When would that be developed? Would it be before the station is removed?—A. It has to await the removal of the Daly Building which I understand will be used for another 5 or 10 years.

Q. But the station will not go for 25 years. Presumably it might be considered before the station is removed.—A. Oh, yes; easily before the station would be removed.

Q. What bothers me about this is: is that a project for the F.D.C. or is that a project which might be undertaken by the city, or a project which might be undertaken by private interests?—A. I think it might very nicely be undertaken by the Chateau Laurier to provide parking.

Senator LAMBERT: You mean by the C.N.R.?

The WITNESS: Yes, the C.N.R.

By Senator Connolly (Ottawa West):

Q. How many cars are provided for?—A. I do not know exactly. I believe it is estimated at around 200.

Q. What right is there to think that the Chateau Laurier or the Canadian National Railways would want to undertake an investment of that magnitude?—A. I have been given to believe that they are almost desperate to get parking of that nature. As a matter of fact, Her Worship was at one time considering putting parking under Confederation Park in the city's portion there, and the information which she gave at one meeting was that the Chateau Laurier was anxious to get all that space which it could. It would be even more expensive.

Q. It would not be an expense for the F.D.C. if it were developed?—A. No.

Q. Not as presently planned in any case?—A. No. I think it can be developed by private enterprise or some sort of public enterprise, such as the Canadian National Railways.

Mr. CARON: When the C.P.R. takes away the tracks on the Interprovincial Bridge there would be a good parking space under there for the Chateau.

The WITNESS: We foresee that as the possible turning point for the Hull buses and thereby get them off the streets.

Mr. CARON: That would be better yet.

Senator REID: It is my opinion, in this new area, that we should make a recommendation of this committee to the government. The government is the only body which puts up buildings without providing space for cars. In the west every industry that is building today and every large store provides parking space, either underground or around about. Yet, the dominion government and you have built these buildings without giving any thought to visitors or the men who use the buildings.

The WITNESS: I would like to say that wherever buildings are built now—all these new buildings—we do give consideration to that, and that is one of the features that is strongly watched by our architectural committee.

Mr. McILRAITH: Is it not a fact that in this Ottawa area the only large scale parking area is provided by the federal government, the next is the Central Canada Exhibition Association, and the next is the shopping centre?

The WITNESS: I think that is fair.

Mr. CARON: They made the mistake in Hull with the new post office which has no parking space. There is the post office there, the Unemployment Insurance Commission and the customs in that very same building and there is no parking space whatsoever; there is also no place on the street for parking. It is a new building and it was not provided for.

Mr. BLAIR: I do not think that the onus is on the city of Ottawa to provide parking. This is a capital city and there are a great number of visitors who come here because it is the capital city and it is a beautiful city. There is the difficulty of strangers coming in here trying to get a place to put their cars. I have been told of them driving around and driving around trying to find a place to put their cars.

Senator LAMBERT: I think that Dr. Blair's point is well taken, but does it not really presuppose a rearrangement of space and a rearrangement of building accommodation? In other words, it is impossible at the present moment to visualize any extension of parking space in and around the station and the Chateau Laurier because there is not any adjustment of building accommodation there to provide it. Possibly the most pressing problem of parking, and of traffic generally, is in and around the station, not only the main entrance from Rideau Street but also the back entrance from Besserer Street. Is this period of 25 years, which seems to be a fixed date now, to be taken as an unchangeable calculation?

The WITNESS: No.

Senator LAMBERT: In other words, it might be done earlier. I think that that is the core of the whole problem, the inconvenience for tourists coming in and for parking by people going to the station. It is really the core of the situation.

Mr. BLAIR: The problem is here now and cannot wait for 25 years.

The WITNESS: On page 51, it shows that the registration of cars in 1945 was 23,576, and that today it is over 80,000 in the city; that is, without visitors. It shows how rapidly the thing has crept up and is one of the reasons why it is so critical at the present time.

I may say that so far as the station area itself is concerned, that the agreements with the railways are going to clear up a lot of the parking and traffic problems there by rearrangements of freight handling and the handling of express and mail. So far as the railway terminal itself is concerned, as soon as these agreements come into effect we will commence the design. The freight yards are going out anyway.

By Senator Lambert:

Q. It is possible you might expedite the removal of the present station itself?—A. Yes.

Q. Earlier than 25 years?—A. We do not see the station moving out until the centre of gravity of the city has moved southward. Now, that we forecast is coming. The mass of the population of the city is growing rapidly to the south. That may well occur—

Q. Are you not putting the cart before the horse a little bit there? Is not the centre of gravity of the thing going to have a great deal to do with the development around it? In other words, you move your terminals, and that was visualized, of course, 12 years ago. I am going back to the joint committee of 12 years ago, so that the present terminals would be moved back to the cut?—A. Yes.

Q. That would be the terminal point, and this driveway comes from there. That has all been discussed before, I know. But it seems to me that must be done if we are going to get any relief for the Chateau entrance to the terminal.

Mr. COLDWELL: Strangers coming in cannot get in and out the Chateau.

Mr. HARKNESS: Mr. Chairman, is not the general situation this: that in any reasonably large city with the constantly increasing density of automobiles, it is absolutely impossible to provide sufficient parking space for all the cars

that want to get into the downtown area. It is just an insuperable problem, and the answer to it, essentially, is to provide large parking areas somewhere at some considerable distance from the centre of the city, and provide a shuttle bus service to bring people, who have come there in their automobiles from different parts of the country, down into the central part. It seems to me that is eventually necessary to this terrific and increasing congestion of automobiles. I wonder if any thought has been given to the solution of the parking problem from that point of view, here in Ottawa.

Now, in my own city of Calgary, that has been under active discussion for some considerable time now, and plans are going forward to put into effect a system of that kind.

The WITNESS: Might I ask Mr. Hay, who has studied the Wilbur Smith report—it is a fairly husky book on parking and traffic.

Mr. A. K. HAY: Mr. Smith in his report brings out that particular point, Mr. Harkness. Under present conditions he does not think it is economically sound in the Ottawa area, but he points out that we might come to it in the future.

Mr. HARKNESS: Well, I think it would be possible that we would have to come to it, and as Dr. Blair has just observed, I think perhaps we need it now.

The WITNESS: Actually one of the problems really revolves around parking for civil servants, and that is a potent force in the downtown parking. There is the feeling that so long as you provide free downtown parking for civil servants, they are going to use cars to come to work, and that skims the cream off any parking system on the outskirts of the city. Even if it becomes economical, you cannot persuade anyone to do it.

Mr. McILRAITH: It was also suggested that that was the reason that the commercial parking was not proceeded with. Whether that suggestion is right or not, I do not know.

Mr. LEDUC (*Gatineau*): I recall a few years ago that the Chateau Laurier asked the Federal District Commission for parking space back of the Chateau in the park.

The WITNESS: Yes.

Mr. LEDUC (*Gatineau*): Was that granted?

The WITNESS: No, we have not encouraged the use of parks, and I think rightly so, particularly for parking. We have few enough parks in the centre of the city without using them for parking spaces.

By Mr. Philpott:

Q. Is it not a fact that some cities, such as San Francisco, have combined parks with underground parking?

A. Yes.

Q. Is that not feasible in the centre of Ottawa?

A. Oh, yes, as long as somebody is willing to spend the money it is feasible.

Mr. HARKNESS: The difficulty with that is, as I take it, it is a particularly expensive proposition because it is all rock underneath?

The WITNESS: Even with building a building for it, which would be cheaper than excavating the rock, covering it and landscaping on top, Wilbur Smith's estimate was \$3,000 expenditure for each car you park.

Mr. HARKNESS: On this idea I was just talking about, that of providing a large parking area some distance away, is there not available at the present time a very considerable amount of parking space around the exhibition buildings which is not, by and large, used to a very great extent under normal circumstances?

The WITNESS: I think we calculated about 20,000 cars can be parked something of that sort. A colossal number of cars can be parked out there.

Mr. McILRAITH: And there are. If you try to go there any day you can never get within a great many hundred yards of the building you are going to because of the number of cars. It is the biggest parking lot in use in Ottawa, and it is very crowded all the time.

Mr. HARKNESS: There is nothing like 20,000 cars being parked there at the same time.

Mr. McILRAITH: If you have three functions there at the same time, and there usually is each night, you will have many thousands parked there.

Mr. HARKNESS: I was not thinking so much of functions at night, I was thinking of parking during the daytime when the visitors come to Ottawa and only want a place to park their cars and look around the buildings, and so forth.

Mr. McILRAITH: They can use it.

Mr. HARKNESS: One of the reasons it is not used is probably because there is no fast shuttle bus service down to the centre of the city. I was wondering if that could not be put into effect immediately without too much expense or difficulty, and solve a great deal of this parking problem.

Mr. PHILPOTT: Just while we are on the subject—because it does not seem to fit in any place else—one of the most frequent complaints I get from visitors to Ottawa, who come from far off, is that they drive into this town and they are completely bewildered by the lack of any adequate traffic signals around what everybody now calls “confusion square”. When we went to the trouble, in the Federal District Commission, under the master plan, or whatever we did it under in 1939, to give them Confederation Square, we should have completed the job by having a simple, intelligent and intelligible system of traffic signals for strangers. They now have a very bad impression of the national capital, and they do not blame it on Charlotte Whitton. Unfortunately they blame it on the government of Canada, because they think we have not properly planned it. It just seemed to me that this commission should certainly spend some time on finishing up that job of Confederation Square, because it is the show-place of Ottawa as far as newcomers are concerned.

The WITNESS: One of our difficulties there is the thing that was referred to yesterday: they are city streets and the F.D.C. has no control, whatever, over whatever is posted on these city streets, or how they are managed.

Mr. BLAIR: I think the city of Ottawa has been placed in a position where they are not to blame for this. It is a most difficult job to come into this city. Everybody living here, civil servants included, have some niche where they can put their car; but the poor tourist coming in here to visit the national capital does not know where to go, and he does not know how to go; he is completely lost. You get some friend to come in here some time from the outskirts of the city and find his way in to the parliament buildings. This is one of a number of problems I mentioned this morning.

Why all the secrecy about the airport? It is a difficult job to find your way out there, especially for a stranger. \$10 worth of signs would give them some reasonable idea. The point is, I am looking at this as a national capital problem. This city has trouble enough in common with all other cities in taking care of the parking problem, but I am thinking of the person coming in to visit the national capital. I have watched them enter the square up here. I saw one woman out there do everything she should not have done. The policeman was very good natured and nice about it. He did nothing; he just laughed and helped her out.

When you drive into this city, to go to either of the two largest hotels, and have trouble you, you can imagine what difficulty the tourist from Ohio finds in trying to find his way down from the station to the Chateau Laurier. He will make some peculiar turns down there, and if he does not get into trouble with the policeman, he finds his way up to the front of the Chateau Laurier.

It is the job of this commission, or somebody dealing with the federal angle of it in the city of Ottawa. I am speaking of the visitors to the city who are naturally attracted by this being the capital of Canada, and a lot of them coming for that reason. Ottawa is a beautiful city and they might come for that reason, but I can say that this is a parking problem for the city of Ottawa, to institute some of necessary controls. If you do not believe that, just ask some stranger to come in from Bell's Corners to the Chateau, and see how he gets along.

Senator CONNOLLY (*Ottawa West*): This may not be a good week to ask a question like this, but they have a similar problem I think in Washington. They have a tremendous number of cars, visitors' cars that come into the capital there. I wonder whether there is any help that might be gained by knowing how they handle the problem that Dr. Blair has described. I must say, driving a car around Washington, as a stranger, I have had the same experience that he describes for visitors coming to this city. It is almost impossible to find parking accommodation near the Capitol Building, and yet there must be hundreds of thousands of cars there very day, all the time.

I do not know whether there is any help that can be had from their experience. Perhaps it is something that should be considered.

Mr. GOUR: I have driven in Europe, in nine countries, 5,000 miles, and I have been at most of the best hotels, Rome or France or the George V, and the Grand Hotel in Belgium. Every place where we went in there, they took my car and they sent it to a garage, and they brought me the bill when I left the hotel and I paid for it. That is generally the way I was able to have space. I got to the hotel and had somebody there take my car. They drove it to a garage. I do not remember the garage—but I remember the bill.

In Germany, in Spain, in Sweden, they all did the same thing. They brought my car, very gentlemanly; and to get it when I left—except, perhaps, in the small towns. But, I have toured all around those countries, and except in the small places like maybe my own town, where I was forced to sleep in, well, we did not always find the actual same thing when we toured all around those countries.

The same thing applies, as the senator said a moment ago, at Washington. I have been there, driving and touring around the city in my car, Washington and New York, and have stayed in those big hotels. They have always taken my car very nicely. That is the only chance I have had to park, and they do the job themselves.

Mr. ROBICHAUD: This may be all right for the people that stay at the big hotels like the Chateau Laurier or the Lord Elgin, but what about the ordinary tourist, the tourist who is only going through and wants to stay a few hours and visit the parliament buildings? They cannot stay at that hotel. They are the ones that have to be taken care of.

Mr. GOUR: They can put the car in a garage.

Senator REID: I make no apology for bringing up the subject, because I visualize the time is coming when, not only will we have American tourists here, but we will have them from all over Canada, once we have the Trans-Canada highway built. I claim our interest should be here, because, after all, we are building this national capital, not particularly for the people of Ottawa. I would be surprised if there were ten per cent of the people in Ottawa that ever had been in the parliament buildings. It is not that kind of people we are catering to. We are catering to the Canadian and American tourists. I think we will have to take serious note of our parking.

The CHAIRMAN: Any other questions on parking? Then we will proceed on to page 49.

By Mr. Harkness:

Q. I have a general question which arises from this statement at the start of page 43, "The commission's responsibilities, as stated in the Federal District Commission Act, are limited, in general, to location, site planning, and approval of architects' plans for the buildings' exteriors." Is there any general plan as to the architecture of the federal buildings that are put up? The reason I ask this, particularly, is that it seems to me that Ottawa, as a capital city, has a distinctive attraction because of the fact that the majority of the buildings in the central part are of this sort of French chateau type of architecture, such as the Chateau Laurier building here; the Confederation building, the Supreme Court buildings and so forth. Now, the new veterans building is sort of a modification, and the other one, I presume, will be the same. It seems to me that in order to keep this an attractive capital, to maintain its sort of distinctive character as far as architecture is concerned, the type of architecture, these green roofs and so on, should be continued to be followed as far as possible. Therefore I ask the question as to what is the general plan as far as the architecture of federal buildings is concerned.

I would just add, I do not know that that applies to some of these other outlying buildings that are going to be put up. But as far as the buildings in the central part of the city, I would think that that would be a very good consideration.

The WITNESS: I might say, they are diverging from that type of architecture, particularly in the new national library building here, and in the new building that is going to go up for the temporary art gallery. The present training in the architectural schools and the feeling of the Royal Architectural Institute of Canada is that they should get away from this; and it is getting very difficult to get architects to design buildings which are in this old traditional style.

I might say that we are pressured quite often to get away from it. I think that, in general, the new type of building, such as out at Tunney's Pasture, and the new library, and the new temporary art gallery, and so on, have got away from this. I do not see any way of preventing it, because it is accepted by the leading architectural groups of the day. Frankly I like the older type of building myself.

For instance, the new city hall will be glass and stone.

By Mr. Coldwell:

I was just going to ask about that. Do you pass on the plans for the new city hall?—A. Yes, the exterior of them.

Q. Yes. In that same area, when are those unsightly buildings going to be removed that were occupied by the Bureau of Statistics and the National Film Board?—A. The old film buildings, we anticipate, will be moved before the end of this year.

Q. Before the end of this year.

Senator CONNOLLY (Ottawa West): That clears up, everything north of the bridge?

The WITNESS: North of the bridge. At the moment they are using the temporary building there for office space, and it might not be done this year. The city is trying to clear that area for use during the period of construction of the city hall.

By Mr. Coldwell:

Q. The sooner it can be removed, the better it will be. It is very unsightly.

—A. There will be construction going on in that area once they start on the city hall. Really it does not matter on the south side, whether it goes down this fall or next.

Q. Have you given approval to the city hall?—A. That will come up in final form at the next meeting of the F.D.C., which will be on May 14.

Q. You cannot always tell from designs published in the newspapers, but I did not like the look of it. It looked to me like a large filling station.—A. It has the stamp of approval of the architectural schools and the Royal Architectural Institute of Canada was represented on the judging committee which approved it. It is now up for final consideration. We have an architectural committee who pass on those things. They have recommended certain changes in it.

Q. Looking at it in the newspaper you cannot tell what it is like, but it did not strike me as being particularly in conformity with the buildings on Sussex Street.—A. Some people in the F.D.C. like it and others do not. It has caused mixed feelings.

Mr. HARKNESS: You said a while ago that there is not much you could do about this type of architecture, but you can control this type of architecture due to the fact that you have to approve all the sites. Although the Royal Architectural Institute of Canada may be very strongly in favour of it even though it looks like a filling station, nevertheless you can prevent this type of building being put up in the central part of the city if you wished to do so.

The WITNESS: Theoretically we could, and might cause a lot of delay in the building of any building; but the whole question of whether there should be a change or not is a matter of public opinion. Some like it and some do not.

Senator LAMBERT: Before the Senate Finance Committee we were interested in inquiring into the cost of the public building program in this city and it was explained by the Department of Public Works how these buildings were planned and how they were classified according to the materials of construction and the architecture. I gather from that that there are different classes of buildings that the committee which you are concerned with, as the commission, has to build. For example, in Tunney's park the buildings are classified in a different category altogether from the D.V.A. building on Wellington Street, and there are other buildings of a more contentious character than the cluster of main buildings in the city of Ottawa. I think, bearing in mind the question Mr. Harkness raised about trying to get some kind of homogeneity into the collection of buildings on Parliament Hill and adjoining, that there is surely some attention paid to the scheme of things. For instance, it has long been established; in Mackenzie King's time there was a celebrated, and now historic, difference of opinion developed over the question of not having any buildings on Wellington Street between Connaught Square there and Bank Street. At any rate they would have to have a stone front on them in an effort to have uniformity of architectural quality in all the buildings which went up along Wellington Street. I suppose that standard is still being observed?

The WITNESS: In considering buildings which are to go up anywhere in this area our architects do try to make them fit into the landscape and into the construction surrounding them. That is going on. For instance, our architectural committee are working very closely with the architects on the extensions to the Metropolitan building. The Metropolitan building is beautiful, but it does not conform to things on the other side of the street. When the Commonwealth building was proposed a year and a half ago on Wellington Street, we took very violent objection to that because it had a glass and

black marble front, was 10 storeys high, and would have completely ruined the appearance of the West Block That was why the government expropriated the site rather than have that building built.

Mr. HARKNESS: I would hope, as far as the central area is concerned, that the buildings built would be in conformity with the style which we already have because all the visitors whom I have taken around Ottawa—and I would suppose they would number several hundreds—in all cases have been most impressed with the particular type of architecture and they thought that it gave the city a very distinctive air. I think that it would be a very great pity to destroy that by putting up a lot of modernistic buildings which do not fit into the type of architecture of the buildings which we already have.

The WITNESS: I personally agree with that theory.

Mr. HARKNESS: I would hope that this committee might recommend that that be done before we finish.

Senator CONNOLLY (*Ottawa West*): I notice that there is no comment made at all about arrangements under which embassies and representative groups here might build. Have you any plans or projects as to where they might build?

The WITNESS: The answer is no. We do not have any plans for them because they have, up to date, mainly purchased the bigger private houses.

Senator REID: Would you control or pass on the plans of any embassy buildings which would be built?

The WITNESS: Only if they asked us to and if they fell on one of our properties.

Mr. COLDWELL: Like, for instance, the new German Chancellery?

The WITNESS: Yes, we did in that case.

Senator LAMBERT: And the American one over here?

The WITNESS: Yes. Usually they are very willing to meet uor wishes.

The PRESIDING CHAIRMAN: It may be appropriate at this time to remind the members of the committee that it is planned by the Department of Public Works to go ahead with a large program of public buildings amounting to about \$100 million. I think you have all read about that in the papers. At the end of this particular section it may be right to remind the members of this committee about this large project.

The WITNESS: Probably I should add a word have by saying that there are buildings in the outlying sections, for instance the new public works building and the post office building, which will not conform to this because they are out several miles.

Mr. HARKNESS: In my first remarks I did not think that these observations applied to buildings on the perimeter; it is the buildings in the central area.

The PRESIDING CHAIRMAN: Now, seeing that the time is pretty well advanced, is it the wish of the committee that we adjourn? Before doing so, I would like to remind the members that the map of the Gatineau Park area which has been distributed at the beginning of this session is a map that is being published on the reverse side of the information wrap of the national capital. This map is being produced by the information division of the Federal District Commission. I think you have received a copy of the Journal of the Royal Architectural Institute of Canada and that you have noticed in that pamphlet there is a map which is very very interesting. I understand that it is on the reverse side of that map that the map showing the Gatineau park area will be published in future printings, and will be available to the public at a nominal price.

Senator REID: Will we have a meeting this afternoon?

The PRESIDING CHAIRMAN: No, we will be meeting on Tuesday at 11 o'clock.

Senator REID: As you know, this is a joint committee and it is extremely difficult for the members of the senate to meet at 3 o'clock. When you call a meeting at 3 o'clock it is easy for the members of parliament to leave, but it is not so easy for members of the senate. I was unable to attend yesterday because I had a speech to make. I wonder if that could be taken into consideration when the time of the meeting is being fixed.

The PRESIDING CHAIRMAN: Next week every meeting in the afternoon will begin at 3.30 o'clock except on Tuesday.

The Committee adjourned.





Canada Federal District Commission, G.
Joint Committee of the Senate and the
House of Commons on the,
THIRD SESSION—TWENTY-SECOND PARLIAMENT

1956



Joint Committee of the Senate and the House of Commons
on the

FEDERAL DISTRICT COMMISSION

Joint Chairmen:—The Honourable Senator F. W. Gershaw
and
Mr. Armand Dumas, M.P.

MINUTES OF PROCEEDINGS AND EVIDENCE

No. 3

TUESDAY, APRIL 24, 1956
WEDNESDAY, APRIL 25, 1956

WITNESS:

Major General Howard Kennedy, C.B.E., M.C., M.E.I.C., F.E.,
Chairman, Federal District Commission.

EDMOND CLOUTIER, C.M.G., O.A., D.S.P.
QUEEN'S PRINTER AND CONTROLLER OF STATIONERY
OTTAWA, 1956.



MINUTES OF PROCEEDINGS

The Senate, Room 368,
TUESDAY, April 24, 1956.

The Joint Committee of the Senate and the House of Commons, appointed to review and report upon the progress and programs of the Federal District Commission in developing and implementing the Plan for the National Capital, met at 11.00 o'clock a.m. Mr. Armand Dumas, Joint Chairman, presided.

Present: The Senate: Honourable Senator Connolly (*Ottawa West*), Lambert, Reid.

The House of Commons: Miss Aitken and Messrs. Blair, Caron, Coldwell, Dumas, Gour (*Russell*), Harkness, Houck, Leduc (*Gatineau*), Mang, McIlraith, Richard (*Ottawa East*).

In attendance: Mr. H. J. Hodder, of the Privy Council office, and, for the *Federal District Commission*, Major-General Howard Kennedy, C.B.E., M.C., M.E.I.C., F.E., Chairman; Messrs. Alan K Hay, M.E.I.C., General Manager; H. R. Cram, M.E.I.C., Assistant General Manager; J. Edouard Handy, Secretary; D. L. McDonald, M.T.P.I.C., C.S.L.A., Director of Planning, Walter Bowker, Director of Information, and Marcel Couture, Chief Accountant.

The Committee discussed the feasibility of inviting representatives of the governments of the provinces of Quebec and Ontario to appear before the Committee on the question of the pollution of the Ottawa river; it was ordered that the Joint Chairman, Mr Dumas, forthwith communicate with the Premiers of the two provinces to extend such invitation.

The Committee resumed from Friday, April 20th, the adjourned consideration of the brief presented to the Committee by the Federal District Commission.

Major-General Howard Kennedy again was questioned thereon. He was assisted by Messrs. Hay, Bowker, Cram, McDonald, and Couture.

At 12.40 o'clock p.m., the Committee took recess.

AFTERNOON SITTING

The Committee met at 3 o'clock p.m. Mr. Armand Dumas, Joint Chairman, presided.

Present: The Senate: Honourable Senators Cameron, Connolly (*Ottawa West*), Gershaw, Lambert, Reid.

The House of Commons: Miss Aitken, Messrs. Blair, Caron, Dumas, Gour (*Russell*), Harkness, Houck, Leduc (*Gatineau*), Mang, Richard (*Ottawa East*), Robichaud, and Weselak.

In attendance: Same as those listed as in attendance at the morning sitting.

The Committee resumed from the morning sitting the adjourned consideration of the brief presented to the Committee by the Federal District Commission.

Major-General Howard Kennedy again was questioned thereon. He was assisted by Messrs. Hay, Cram, McDonald and Couture.

At 4.50 p.m., the Committee adjourned to meet again at 3.30 o'clock p.m. Wednesday, April 25th.

The Senate, Room 368,
WEDNESDAY, April 25, 1956.

The Committee met at 3.30 o'clock p.m. Mr. Armand Dumas, Joint Chairman, presided.

Present: The Senate: The Honourable Senators Cameron, Connolly (*Ottawa West*), Dessureault, Gershaw, Lambert, and Reid.

The House of Commons: Miss Aitken, Messrs. Blair, Buchanan, Coldwell, Dumas, Fraser (*St. John's East*), Gour (*Russell*), Houck, Leduc (*Gatineau*), Mang, McIlraith, Philpott, Richard (*Ottawa East*), Robichaud, and Weselak.

In attendance: Same as those listed as in attendance at the morning sitting of Tuesday, April 24th.

The Committee resumed from Tuesday, April 24th, the adjourned consideration of the brief presented to the Committee by the Federal District Commission.

Major-General Howard Kennedy again was questioned thereon. He was assisted by Messrs. Hay, Cram, McDonald, and Couture. The witness also gave answers to questions asked of him on the previous day.

At 5.00 o'clock p.m., the Committee adjourned to meet again at 11.00 o'clock a.m. Thursday, April 26, 1956.

Antoine Chassi,
Clerk of the Committee

EVIDENCE

TUESDAY, April 24, 1956,
11.00 A.M.

The Presiding CHAIRMAN (*Mr. Dumas*): Gentlemen, we have a quorum. Last Friday we went through this part of the brief of the Federal District Commission, from page 43 to page 49. We reviewed the federal building program in the national capital and the municipal undertakings. There was a long discussion on parking. Before adjourning, we completed section 3 (c). This morning we are at page 49 section 3 (d), on the national capital plan—information and publicity. If you are agreeable, Mr. Kennedy will continue with the brief.

Major General Howard Kennedy, C.B.C., M.C., M.E.I.C., F.E., Chairman, Federal District Commission, called:

Mr. COLDWELL: It was suggested we invite representatives of the two provinces, Ontario and Quebec, and I should like to know if invitations have been sent to them.

The Presiding CHAIRMAN: Invitations have not been sent yet, and it was understood that Mr. Kennedy was to contact Mr. Frost and Mr. Duplessis. This will be done before Thursday, when we will have a meeting of the steering committee in order to prepare these letters which are supposed to be sent to those premiers.

Mr. COLDWELL: The reason I raised the question is that I notice in the newspapers that there might be an election in the province of Quebec and I thought the earlier the invitations could go out and the quicker they could go, the more likely those people would be to come.

The Presiding CHAIRMAN: The invitations will go this week.

Mr. McILRAITH: I wonder if something could be done in regard to the contacting of the premiers of the provinces in regard to this matter. Should not the invitations come either from the chairman of this committee or from one of the ministers of the crown. Mr. Kennedy is in the position of being a witness before the committee, giving evidence. This was a pretty substantial matter which was raised and which was being discussed, and the committee expressed the desire that there should be communication with the premiers of the provinces. Now, if I read the newspapers correctly, the newspapers on their own resources, established contact with the premiers of the provinces and got what I took to be a very favourable and sympathetic reaction. In the light of that, I should think we ought to consider the formal contact with them. I think that certainly the chairman of the committee or possibly a minister of the crown or the Prime Minister should establish the contact with the premiers concerned and invite them to give their views.

Senator LAMBERT: This committee has been appointed by the members of both houses of parliament, to conduct this inquiry. It is quite competent itself to have action taken on this matter. We requested on Thursday, that this be done. These people were to be asked to come here and they have expressed

informally through the press their desire to co-operate. I do not think there is any need for any further discussion about it. I think the chairman has the full right now to write the letter and I think he is the one who should do it.

Mr. McILRAITH: Oh, I understood you to say that you were having Maj.-Gen. Kennedy extend the invitation.

The Presiding CHAIRMAN: No. Mr. Kennedy mentioned at the end of the discussion the other day that he would be pleased to talk over the telephone with Mr. Frost and Mr. Duplessis and, following those telephone conversations, I was to convene a meeting of the steering committee and we were to draw up the letters for both premiers.

Mr. McILRAITH: I am sorry. I misunderstood.

The WITNESS: The reason for the delay was that Mr. Frost was not in his office at the time. I am not sure if he got back yesterday evening.

Mr. COLDWELL: We understand it will be done.

Senator LAMBERT: I hope it will not be delayed.

The Presiding CHAIRMAN: Today is Tuesday. We will write on Thursday.

Senator LAMBERT: I do not see why it could not be done before Thursday. After all is said and done, the thing has been presented to those people already.

The Presiding CHAIRMAN: I wish to bring to the attention of the members of the committee that we have already written to Mr. Frost and Mr. Duplessis. We have received an acknowledgment of the letter we wrote to Mr. Frost, through his executive assistant; and we did not receive any answer from Mr. Duplessis; but we will write again as soon as possible, as it is the wish of the committee.

Senator LAMBERT: To be quite fair about it, it was a general letter which was sent by Mr. Chassé, the secretary, to the premiers of Quebec and Ontario, in which case you get a reply from Ontario and not from Quebec. To my mind such a letter did not imply any need for reply at all. However, this does, as this is a request of the committee as a whole on a specific matter. The letter which Mr. Chassé wrote was a very general one.

The Presiding CHAIRMAN: At the time, it had to be general.

Senator LAMBERT: It was a general invitation on anything, but this is pinpointed down to one thing. In view of the active resolution of this committee in requesting that that approach be made and also in view of the fact that one of the newspapers had enterprise enough to call the premiers up and find out what their attitude would be, and getting an informal reply that they would cooperate in every way, the implication is, if we do not write now, that we are hanging back. Therefore, it is not pressing unduly to ask that this be done.

Mr. HOUCK: There is another point. There is a question I would like to put, for my own information. You will recall that at the initial meeting of this committee I issued an invitation to the members to spend a day in Niagara Falls, in view of what has been done there to the parks and park system down there. I wonder if there is any further information in regard to that agreement.

The Presiding CHAIRMAN: We mentioned your invitation to the steering committee and we propose to take it up again and decide on a date on which this can be done, if it is the wish of the committee to make that visit to Niagara Falls.

Mr. HOUCK: I would much prefer that the visit should take place some time in the middle of May, when everything is in full dress down there.

The Presiding CHAIRMAN: We will now proceed with section 3 (d), page 49.

(Page 49)

The WITNESS:

*National Capital Plan
Information and Publicity*

It was early appreciated that a comprehensive program of public information, designed to acquaint residents of the Capital area and the country as a whole about the National Capital Plan and the role of the Capital in the national life, was necessary if the Plan was to have the public understanding and support essential to its successful implementation. It was also realized that many of the problems involved in the planning of the Capital were problems common to most Canadian municipalities in the post-war period, and that the solutions found here would be of interest to communities in all parts of Canada.

In 1947 the National Capital Planning Committee established an information sub-committee charged with this responsibility. A director of information was employed, and the sub-committee planned and initiated an information program which included two films, an illustrated booklet, and a large travelling exhibit.

The films, one in color for theatrical distribution, and the other black and white for non-theatrical distribution, were produced and distributed in English and French, by the National Film Board in 1949. The former has subsequently been shown in 499 theatres, and the latter, according to NFB records, to 3,510 audiences totalling 273,800 persons. Both films have been shown extensively in Canada and abroad through other channels.

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An illustrated booklet was prepared in French and English, and a large exhibition of models, maps, plans and photo murals was sent on a national tour. It was shown in 13 cities before, but with the outbreak of the Korean War, funds ceased to be available for the purpose. Illustrated lectures were substituted. To date some 200 have been given to a wide variety of audiences in nine of the ten provinces, mainly to Canadian Clubs, university and school groups, service clubs, etc. Extensive publicity also has been carried in the press, magazines, radio, and latterly, television.

Funds have not been available for new publications, but the Commission staff, in cooperation with the Army Survey Establishment, has produced an information map of the Capital and its environs, which has had extensive sale, and is currently being revised and reprinted. The Information Office, in addition to still color and black and white photographs for lecture and publicity purposes, also is making a 16 mm color film for record and lecture purposes. The scale models have been completely rebuilt, and are displayed periodically, but the remainder of the exhibit has been in storage for the past five years. Space has now become available in the Daly Building, and it is hoped to have the models and plans on public display there by early summer.

The Information Office is now a division of the Commission, and approval has been given for the employment of an assistant (bilingual) for the director.

I may say in connection with this model, that the model has been set up downstairs. We hope to have lights focussed on it inside an hour and I hope members will be able to see it.

By Mr. Houck:

Q. Has there been any definite reaction from the showing of the pictures and the publicity?—A. Wherever they have been shown there has been great enthusiasm and support of the plan. We have not met with anything but enthusiastic support of the idea of making this a worthwhile national capital. We have been very much encouraged by the support these things have been receiving everywhere they have been exhibited.

By Senator Reid:

Q. What has been spent each year on publicity and what did the model cost? Secondly, has consideration been given to using a department of government for publicity? I know that preaching economy is not the policy when we are spending so much money, but we have a department set up to bring in tourists and to publicize Canada generally, right here in Ottawa. I wonder if use has been made of this department, of which Mr. Leo Dolan is head. I have met with some misgivings on the set-up of new departments, when we have a department right here to publicize not only Ottawa but Canada. I wonder if use has been made of that department.—A. On those two questions I will call the director of our Information Division, Mr. Walter Bowker.

Mr. WALTER BOWKER (*Director of Information*): So far as the model is concerned, it is used not only for publicity. The information division makes use of it for publicity purposes but it is used also for study purposes by the planners, the Federal District Commission, the National Capital Planning Committee and so on. When the model was started first in 1945-46 it was really built as part of Mr. Gréber's general report and plan, copies of which you have there. The costs of this model were part of the preparation of his report. It was not used by the information division in the beginning, until it was finished. We seized upon it when it was ready and available but we had no part in the construction of it. I am not quite sure of the cost, because at the time the model was constructed it was done by the National Capital Planning service out of their funds, under the department of public works, and it was not a charge on the commission. I know it was expensive, in the region of \$40,000 or \$50,000. It was built over a period of 4 or 5 years and was constantly revised as the plans were finally settled and so on. Since that time, in the past few years the model has become the responsibility of the information division, so far as its use is concerned. The information division's funds has been used for its complete reconstruction over the past couple of years. It has been completely rebuilt and brought up to date and a very large portion of the information division's funds has gone into this work.

In regard to the other question, use is being made of Mr. Leo Dolan's office. Our office keeps the Canadian Government Travel Bureau supplied with coloured transparencies. The Bureau uses them extensively in its advertising and publicity. We also supply black and white photographs, which are used for stories and articles promotion. In the last two or three months each issue of the monthly bulletin has either a photograph or a story on the capital, about the floral displays, mainly, which they have utilized as a tourist attraction. We also assist other agencies.

Senator LAMBERT: The big publicity in connection with this plan was when the model was taken across Canada and shown in various centres. Was there anyone accompanying that model to explain it?

Mr. BOWKER: That tour with the model was done by the information division. I accompanied it and managed it. We have not a very large staff in the division. In fact, there are only two—the secretary and myself—and a technician who looks after the model. We borrowed the services of the

planning division staff and we also had some assistance from the National Film Board, including people capable of dealing with crowds who would assemble on occasions like this.

Senator LAMBERT: That travelling of the exhibition took place three or four years ago, did it not?

Mr. BOWKER: It started at Ottawa in 1949. That was the first showing. Then it continued to 13 cities. There were two showings in Montreal, one in Victoria, one in Vancouver, one in Calgary and one in Edmonton. We were on the way to Winnipeg when the 1950 flood occurred and it was not possible to do anything on that account, so we came back to the Canadian National Exhibition. The exhibit was afterwards shown in Kingston. Then our resources were so reduced by the cutting of the funds available, due to the Korean war, that nothing has been done since so far as outside tours are concerned.

Senator LAMBERT: Did you find the reaction to this exhibition elsewhere in the country favourable?

Mr. BOWKER: Most decidedly so. We have newspaper editorials from every city where we have shown it. They held it up as an example of planning, the principles of which could be applied in some cases to their own municipalities. It was mainly of interest to them as a project worthwhile from a national point of view. It was our practice to arrange high school student visits to the exhibit. In Vancouver, for example, some 10,000 school students visited the exhibit and saw films on the National Capital Plan.

Senator LAMBERT: The expense was borne by the Federal District Commission?

Mr. BOWKER: Yes.

Senator LAMBERT: Have you any idea as to the amount?

Mr. BOWKER: No. I think the last tour, to the west and back again, cost about \$40,000. That is an approximate figure. That included all the expenses. The shipping of the exhibit, which was very large, and all staff expenses, were included.

Miss AITKEN: What was the siting? Did you put it in fairs?

Mr. BOWKER: The exhibition was designed in such a way that it could be set up almost anywhere. Therefore, we never encountered any cost for running it. It was either in armouries or in a department store. Personally, we favoured the department store, as the store looked after the advertising and helped to set up the material and that reduced the cost.

Senator CONNOLLY (*Ottawa West*): In regard to the purpose of the tour and the purpose of the use of the model, was it designed as a tourist attraction?

Mr. BOWKER: No, sir, it was designed initially by Mr. Gréber for study purposes for the plan. I came into it at the time when I was liaison officer for the National Film Board about 1945, and I did the liaison work with Mr. Gréber on the model. At the time there was no F.D.C. information division and no information program, but the model was obviously such a valuable public information medium that when the commission did initiate an information program it was the most obvious thing to use, not only for exhibition to the public but, through photographs of it, to explain the program. That was done and is still being done.

Senator CONNOLLY (*Ottawa West*): You do not do work in connection with tourism?

Mr. BOWKER: No, sir.

Senator CONNOLLY (*Ottawa West*): In connection with F.D.C. work?

Mr. BOWKER: Our responsibility, as we conceive it, is to inform the Canadian people about the plans for the development of the capital. We are not in the tourist or the convention promotion business. That is a separate affair entirely.

Senator CONNOLLY (*Ottawa West*): On a national scale, that is done by Mr. Dolan's office?

Mr. BOWKER: No, that is the international scale. My understanding is that he has no responsibility for tourist promotion within Canada. His is entirely international. We assist him with information about the plan, which is something of tourist promotion value for Canada.

Senator CONNOLLY (*Ottawa West*): Is there any use being made of the model or any of the information from the information division in connection with tourist promotion around Ottawa?

Mr. BOWKER: You mean by Canadians? One result of our work is to arouse interest in the capital, which is bound to be reflected in tourism here. So far as local tourism is concerned, we consider that is the business logically of the city itself, which has a tourist bureau and a convention bureau and also of the Board of Trade, which organizes the tulip festival. They have conducted the tulip festival for several years now and they consider that the festival, like the cherry blossom festival which is held in Washington and which is supported by the Washington Board of Trade, is a very valuable thing, but they have received no financial contribution from the F.D.C.

Mr. HOUCK: In your travelling with the model, in what did you find the majority of the people were most interested?

Mr. BOWKER: That is not a very easy question to answer. I think relatively few people who saw this model on its tour have seen Ottawa and I think there was a natural curiosity about the capital. In the postwar years, I suppose largely as a result of the war, there has been a development of what one might call Canadian nationalism, which is symbolized in the capital. The model itself is an attractive thing and interests people just to look at it, as I believe it is unique in the world. The reaction was, I think, sympathetic interest in the idea of developing the capital and the very graphic manner of presenting the plans to the public.

The Presiding CHAIRMAN: Thank you, Mr. Bowker.

Mr. LEDUC (*Gatineau*): Mr. Bowker should be complimented on the excellent work he did for publicity in regard to this master plan. I am glad to see the report that there will be an appointment in the near future of an assistant director (bilingual). I have urged that for many years. In regard to that bilingual aspect, some information should be made available in the province of Quebec in the French centres of the country in regard to what we have of interest and not only the English element but also the French element should be catered to in this way. It is a good idea to have a bilingual assistant.

By Mr. Caron:

Q. It would be well if the signs which are very prominent all over the Federal District Commission territory were given a little bilingual flavour. I know they were all in English for a time.—A. In the province of Quebec we are making them bilingual, but not all on the Ontario side.

Q. Why should it not be so all over as bilingualism is a Canadian affair?—A. It is largely a matter of expense.

Q. Painting is not so expensive. I think they should be bilingual all over, as we have people of both nationalities travelling, not only in Hull or the

surroundings, but travelling all over the capital district territory. We should have bilingual signs all over. Would it be possible?—A. I think it is entirely possible. Whether it is—

Mr. RICHARD (*Ottawa East*): Let us not look at these things only from the legal aspect. This is one area, the national capital area, and the idea is that for the people in that area and for the visitors there should be the same flavour on both sides of the river. I do not think there should be signs put up in the national capital on the Quebec side in one language and on the other side in another language.

Mr. CARON: They were for a while.

Mr. RICHARD (*Ottawa East*): I think that both sides should be bilingual for the Federal District Commission territory, not as a legal matter. We are trying to promote something when we call all this area the national capital area. I do not think there should be any difficulty in placing signs of that nature in both languages, if the people want it?

The WITNESS: We have tried to a certain extent to match the city signs. The city signs are not bilingual. There is no reason why we could not make the Federal District Commission's signs bilingual, except the matter of expense. It means new signs where we use both languages.

By Mr. Gour (Russell):

Q. I would like to know about the financing. If you are putting them up in English and French in Quebec, and thus spending money in putting them up in English in Quebec, why not spend the same money in putting them up in French in Ontario? I do not think it should be a question of money when it is for Canada as a whole. I do not like that question of money coming in where we have two races trying to live together. We should not talk about dollars in that case. We have American tourists coming here and they like to see some French, as they do not see much of it in their own country. I myself have travelled very much and I always have been happy and proud to see my own language. In my district there is a large part of the Federal District Commission territory and I would like to see French used there.—A. I am sure that if this committee makes a recommendation, we will endeavour to meet that recommendation.

I would like to say that, in addition to the exhibits of the model which Mr. Bowker has mentioned, I can very well recall that it was shown to the Engineering Institute in the province of Quebec at an annual meeting. That was a rather comprehensive group. They have well over 20,000 members across Canada. Every year now, in connection with the Rotary Club, there are some of the brightest students across Canada brought here in the month of May and the model is on display at the time they are here. The Federal District Commission sponsors a dinner at which the local member of parliament is seated with the pupils who come from his constituency, and the model is on display. There has been a great deal of interest in it and every year we get a fresh batch of young Canadians, numbering about 180, coming in and seeing this exhibition.

Mr. GOUR (*Russell*): I think we should congratulate the federal district commission upon having done these things. I have been there and I know that one of the greatest things is to get these young boys interested. It is most important and therefore we should congratulate you and the district committees who have done this.

Mr. HOUCK: In regard to the references to the visiting Rotary students, I have noticed at these dinners that they show a lot of interest. Each and every one goes back to the various Rotary clubs and prepares speeches and they

always refer with a lot of interest to the model and the other interesting things they have witnessed in Ottawa and they try to get other Rotarians interested as well.

Mr. BOWKER: Might I mention that this year the dinner will be on Wednesday May 16, and those members of parliament who will have students from their constituencies will be receiving an invitation.

Mr. COLDWELL: There are two films mentioned, one in colour for theatrical distribution and one for non-theatrical distribution. The former was shown in 499 theatres. Does that mean in Canada?

Mr. BOWKER: In Canada only and it does not count private showings. It was originally made as a 35 mm. film for theatrical use and was reduced then to 16 mm. It and the other film have been made in a number of foreign language versions and they are shown all over the world now.

Mr. COLDWELL: That is fine.

The Presiding CHAIRMAN: We will proceed now with section 3 (e) on page 51.

The WITNESS: It reads:

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SECTION 3 (e) Revisions to the Master Plan

The National Capital Plan is not an inflexible or rigid program, but rather a long range chart, flexible within its framework and capable of adjustment to meet changing needs and altering circumstances in the development of the Capital and its area.

The National Capital Planning Committee, meeting in December 1955, recognized that the General Report on the Plan of 1950 by Mr. Gréber, was the blueprint for the development of the Capital, but recommended for approval by the Commission the incorporation of certain revisions necessitated by changes in important elements of the Master Plan, changes which in turn affect other projects. The revisions were studied in consultation with Mr. Gréber, and are concurred in by him.

That plan just behind Mr. Bowker was prepared by Mr. Gréber to bring the National Capital Plan up to date to incorporate these changes we mentioned. We received it from him just a short time ago.

The brief continues:

In addition, recent studies by the Commission's Planning Division show that the rate of growth of all the complex phases of the Capital's metropolitan area has been much greater than was expected on the basis of studies and surveys made in 1947. This growth is forcing the development of most phases of the Master Plan in advance of the schedule originally contemplated. The rate of growth of the metropolitan area between 1945 and 1955 is indicated as follows:

	1945	1955	Percentage of increase
Population—Metropolitan area	244,327	329,374	35%
Lands built on, or committed for building (including federal holdings)	13,751 acres	33,736 acres	145%
Federal holdings	4,177 acres	14,467 acres	246%
Building permits issued Ottawa and Hull	\$ 3,670,496	\$ 65,741,880	1,691%
Gross Assessments Ottawa and Hull	\$172,515,136	\$400,931,861	132%
Motor Vehicle registrations, Ottawa and Hull (all vehicles)	23,576	80,873	243%

You can see from these figures some of the problems which have arisen since this started.

Senator LAMBERT: In view of the general nature of the grants which have been given to the municipalities of this country, particularly to the municipalities of Ottawa and Hull, it would be very interesting to know the total of these two items, especially the assessments of Ottawa and Hull.

Mr. CARON: Separately.

Senator LAMBERT: If we could get that information, it could be put in the minutes.

The WITNESS: We will get it.

By Senator Reid:

Q. Have the holdings of the commission increased during those years? You give the increase in lands and buildings. What are the holdings of the commission itself?—A. We give that in a later section of the report. Our property now within this area amounts to something over \$14 million. Could you answer that, Mr. McDonald?

Mr. D. L. McDONALD (Director of Planning): The figures were 4177 acres in 1945 and 14,467 acres in 1955. Those figures include both the F.D.C. and federal holdings. It is roughly on a 50-50 split.

By Mr. Caron:

Q. Could we get the breakdown of this also?—A. Yes.

Mr. MANG: With regard to motor vehicle registrations in Ottawa and Hull, that would certainly emphasize the further discussion of the parking facilities. I take it that there has been no particularly aggressive concern in providing parking facilities.

Mr. CARON: When you get the breakdown of the motor vehicle registrations could we also get the breakdown for both cities and the breakdown for pleasure cars and trucks. It is very important in fixing the proper routes for trucks to know the quantity of trucks that there are.

Mr. McDONALD: We will do that.

Mr. COLDWELL: In regard to these federal holdings in acres, that would include some land which the Federal District Commission is setting aside for park purposes. Have you any idea of what amount the city has set aside for park purposes in connection with its plan of improvement, shall we say? What is the city doing in that regard?

Mr. Alan K. HAY (General Manager): As far as I am aware, the only land which the city is earmarking for parks or public open space, as they call it, is land which is required to be donated by a subdivider in the case of a new subdivision. There, the subdivider must give 5 per cent of the land for public use. It may be used for recreation grounds or for parks or something else. We have no knowledge as to how much will be used for parks.

Mr. COLDWELL: Probably we could get that information from Miss Whitton, when she comes. It is important to point out what the city is doing. It seems that the responsibility at the moment is with the F.D.C. All American cities are doing something in the way of setting up new park areas and this city strikes me as very short of park spaces.

Mr. HAY: According to the statistics from all the continent, Ottawa is very much under equipped with parks.

Senator CONNOLLY (*Ottawa West*): When Mr. Coldwell refers to parks, I think too that if we could we might have a breakdown between the purely

ornamental type of park and the other type used for recreation purposes such as for ball playing, swimming pools, skating rinks and so on as opposed to the ornamental boulevard.

Mr. COLDWELL: I have heard it said that Ottawa has Lansdowne Park, but that is taken up largely with the exhibition grounds.

Mr. RICHARD (*Ottawa East*): Lansdowne Park is only partly the property of the city. The major part of Lansdowne Park belongs to the government of Canada.

The WITNESS: Between eight and nine acres is federal property.

Mr. RICHARD (*Ottawa East*): The part which adjoins the driveway into Lansdowne Park.

Senator CONNOLLY (*Ottawa West*): The other day I asked some questions as to the amount of money paid by the city for the maintenance of parks, if any, and how much the Federal District Commission has put into parks which were perhaps looked upon as city parks. Perhaps that information could be collected and reported upon.

The WITNESS: I think Mr. Cram could provide some information.

Mr. Haldane R. CRAM (Assistant General Manager): We expect to have answers to these questions asked by Senator Connolly and Mr. Coldwell tomorrow. We can give the list of the city parks and the parks we have rented from the city and various other classifications in connection with them.

Mr. RICHARD (*Ottawa East*): Will you also, in connection with the Lansdowne Park picture, give the number of acres owned by each party?

The WITNESS: There is one item I should mention in connection with what Mr. Hay said about the 5 per cent of housing development being set aside for parks. I think many of the housing developments are too small and the 5 per cent would be "just a postage stamp". This is referred to later in the report. It does not apply to all housing development.

The Presiding CHAIRMAN: We will continue with the report.

The WITNESS: It reads:

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In addition to the effects of the growth revealed in the above table, advances in technical, engineering and planning techniques, based on recent research and on experience, have influenced the redesigning of certain projects in the Master Plan.

Revisions made to the Master Plan are as follows:

(a) *Railways*

The relocation of the railway facilities was and still is the most important recommendation in the Master Plan. Originally, the plan envisaged the removal of all railway facilities in Ottawa to the southern and eastern portions of the city, and the construction of a new connection to the Province of Quebec over the Ottawa River at Duck Island. Perhaps it would be of benefit if someone were to show the places on the map as I read them. It would help members to understand the points. After new studies and discussions with the railway companies, it has been determined that the Duck Island crossing would result in uneconomic rail operations and is therefore completely unsatisfactory to both the CPR and the CNR. Thus, the present connection to Hull by the Prince of Wales Bridge (CPR) just west of the Chaudière Falls, and the tracks leading to this bridge, the CPR Ottawa-Prescott lines, which parallel Preston Street on the west side, will have to be retained.

Senator REID: Would you point out the Prince of Wales bridge?

Mr. McDONALD: The Prince of Wales bridge crosses the river across from Lemieux island and meets the Ottawa river shore at Nepean bay. The line parallels Preston street on the west side and parallels Dow's lake on the western side and crosses over just west of the Dunbar bridge.

Senator REID: Would both railways use that route?

The WITNESS: Yes. We will have a terminal company here which will control all movement of railway traffic from Bell's Corners.

Mr. McDONALD: We show here on the plan the originally proposed Duck island bridge crossing the Quebec shore, across Duck island and coming down to connect with the C.P.R. line just east of Billings bridge.

The WITNESS: Would you show the railway communication between Ottawa and Hull?

Mr. McDONALD: The railway communication would have to be grouped around at this distance to reach the industrial portion of Hull, instead of going directly on this line.

By Mr. Coldwell:

Q. That would be a very busy line?—A. Yes.

Mr. COLDWELL: It is right beside Dow's lake?

Senator CONNOLLY (*Ottawa West*): It crosses Carling avenue.

Senator REID: The C.N.R. will be on this side of the river, the south side.

The WITNESS: The C.N.R. has nothing on the north side of the river. They are all on the south side.

Mr. RICHARD (*Ottawa East*): You mentioned Duck island—there is another island, Kettle, I believe it is. Who owns it?

Mr. HAY: The Canadian International Paper Company owns Kettle island. Duck island is partly submerged and is of very little importance.

Mr. RICHARD (*Ottawa East*): There is no attempt by the F.D.C. to take over these islands, which are very well situated in the river?

Mr. CRAM: I believe the township of Gloucester owns Duck island.

Senator CONNOLLY (*Ottawa West*): Has any consideration been given to putting the railway under Carling avenue or over Carling avenue on that route?

The WITNESS: It is presumed to go over.

By Senator Reid:

Q. What is envisaged regarding transportation from the terminus once it gets located away out there, for people who come and who want to move into town? What transportation facilities are being envisaged? You have all the rail traffic landing miles and miles out and the people all have to find their way in.—A. The station is presumed to stay where it is. The passenger trains come into the same place. We do not envisage a change in the near future. Any removal will be twenty or twenty-five years away, though by expediting the plan and spending a lot of money it could be done earlier. We do not foresee the present station being moved for a considerable period of years.

Senator REID: That answers the question. I do not think it will ever move.

By Senator Connolly (Ottawa West):

Q. In the event of these bridges being built, is that a federal responsibility or a city responsibility?—A. The way we have worked it out at present is by

exchange of rail facilities. In the case of the Canadian National, we take the cross-town tracks away, and the Queensway will be there, on the basis that the F.D.C. provides from its funds equivalent facilities elsewhere, which are on the south side. There is no exchange of money. We foresee the same sort of arrangement and tentatively we have agreed to it, that we will provide freight yards in other locations and we will inherit the property the railways give up.

Q. That is not the cost of the building of the over-pass?—A. That would be included in the remodelling of the railroads. Anything that has to be done in the way of elevating that railway to pass over Carling avenue or the driveway will be at the expense of the F.D.C.

Mr. HAY: In the over-all picture, we will recoup ourselves with land in the C.P.R. yard system, where there is available property, to Westboro and right out to Britannia. Therefore, the F.D.C. deficit will not be large, if any.

The WITNESS: One of the byproducts will be 14 acres of the Prescott Highway facing the National Research Council building, north of Boteler Street.

Senator CONNOLLY (*Ottawa West*): Are there any over-passes contemplated on that route?

Mr. HAY: There will be one at the Driveway, Colonel By Drive, and one at Carling Avenue, and in all probability one at Gladstone Avenue.

Senator CONNOLLY (*Ottawa West*): And none at Wellington Street?

Mr. HAY: There is one there. Wellington Street goes over the tracks.

Senator CONNOLLY (*Ottawa West*): It is the road I asked about.

The WITNESS:

The new station in south Ottawa to replace the Union Station will not be constructed in the foreseeable future, and as a result it became necessary to design all other elements of the Master Plan in such a manner that they will function satisfactorily with both the interim and ultimate railway schemes. As the existing station will be retained for many years, the solution of projects requiring immediate attention has become exceedingly complex, especially in the Pretoria Bridge, Hurdman's Bridge and Union Station triangle.

Most of the major modifications to the Master Plan resulted from these changes in the original railway proposals.

By Senator Reid:

Q. I would like to know what the advantages will be by removing the freight traffic and leaving the passenger traffic at the present Union station? What are the real advantages in that plan? It means that the rail passenger trains will still be coming into the Union Station and that will mean still using the crossings going in and out?—A. The advantage is that we can tidy up the whole station area and provide parking facilities and room for traffic circulation in that area. All the freight yards at the central station here will go out. We foresee included in the plan a "Y" for backing the trains into the station, so as to get the passenger cars in the station instead of the locomotives and express cars. The plan also contemplates the handling of express and mail by tunnels under the tracks to facilities on Nicholas Street. That will mean getting the express mail handling and freight handling out of the immediate station area and that gives a chance to provide traffic circulation as well as parking space.

By Mr. Harkness:

Q. I suppose that will release a certain amount of trackage which then can be used for parking and other purposes?—A. Yes. It must mean taking at least a dozen sets of rails out of the immediate traffic area.

By Mr. Leduc (Gatineau):

Q. It will eliminate a lot of heavy traffic around the district?—A. Yes. Also, with diesel locomotives, the nuisance will not be as much as it was.

By Mr. Coldwell:

Q. When do you expect this part of the plan to be completed? I think you answered that question before.—A. The railway negotiations are a bit protracted and we cannot be specific in regard to the date. It depends on agreement between the C.N.R. and the C.P.R. as to the joint handling of the track in the area, in other words, the setting up of the terminal company. We hope that will be settled in a matter of months. The C.N.R. have completely agreed with our plans and the C.P.R. now have their representatives here working with our men and they are now trying to work out the details of the agreement. When that agreement is reached we have a schedule of the moves which will take place and we believe that within five years the whole plan we envisage will be completed, that is five years from the zero date when the agreement is reached between the two railways.

Senator LAMBERT: You refer to the "Pretoria Bridge, Hurdman's Bridge and Union Station triangle". Could you roughly define the area of that triangle?

Mr. McDONALD: The boundaries of the Union Station triangle, as we see them, are the Union Station, Sussex Street and Rideau Street. That is the triangle between the present court at the entrance to Union Station and Rideau Street, where the buildings are at the present time.

By Senator Lambert:

Q. What area would it occupy altogether? How much of an area is defined in that? It includes the buildings, I know. I have an idea, but I do not think it could be very well described as a triangle, as it is not a triangle at all.—A. It is of the order of an acre.

By Mr. Coldwell:

Q. I suppose that within five years you anticipate the street car tracks will come out in that area?—A. We hope so, but that is something we cannot very well forecast. We have been successful in the past two years in getting them off Sussex Street and Wellington Street. One of the things involved in moving street cars is the debentures still on them and unless we are willing very substantially to meet the retirement of the debentures it is pretty hard to argue for getting the street cars off.

Mr. COLDWELL: Other cities where there were debentures outstanding have removed the street cars and their tracks, but the cities have undertaken it themselves. Surely Ottawa does not expect the F.D.C. to do all the things which a city normally does itself.

Mr. LEDUC (Gatineau): They should be removed at least in the centre of the city.

Mr. COLDWELL: I do not think that is an F.D.C. responsibility. In the western cities they have got rid of them. I know there were debentures outstanding in Regina, a city I was interested in. I am sure the same is true of Winnipeg. I do not think the people of Canada should be called upon to finance an undertaking which is a city undertaking.

Senator LAMBERT: It is regarded by a good many people living in Ottawa as a very extravagant undertaking, when they took it over at the price they did. The reason I ask the question about the Union Station triangle is this. From the point of view of most people in this city, I imagine, as well as the general public interested in the traffic problems along Rideau Street and Sussex

street, that Union Station triangle constitutes the kernel of the whole situation, and that involves of course the terminal station there, for the passenger traffic or anything else, and until that bottleneck, linked up so closely with the Union Station triangle, so described, is relieved by some plan, likely to have an early priority, I think we are going to be up against criticism for a long time.

The WITNESS:

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(b) *Highways, Streets and Bridges*

On the Master Plan Mr. Gréber recommended that the main southern entrance for the Capital should enter the metropolitan area near Uplands Airport, and that this route should connect to the Quebec shore by a new bridge at Lemieux Island. Between these two points, the route was to have occupied the right of way of the CPR Ottawa-Prescott line. As a result of the modifications to the railway scheme, this CPR right of way will not be abandoned, and hence will not be available for road-way use.

Mr. COLDWELL: Where is Lemieux island?

Mr. McDONALD: The line is this red line which in the initial proposals was to have been over here on Duck island.

Mr. COLDWELL: I did not know the name of the island.

The WITNESS:

Accordingly, another route to serve the same purpose is proposed. For most of its length it can be constructed as a limited access highway. This proposed route will connect with Highway 31 southeast of Uplands Airport and will be carried northerly beside the C.P.R. tracks, through the new Public Works building area south of the Rideau River, across the George Dunbar Bridge and along Bronson Avenue to a connection with the Queensway. Traffic will then use the Queensway from Bronson Avenue westerly to a point near Bayswater Avenue, where the route will then move northerly, parallel to Bayswater, to the Ottawa River, and cross to Hull via a new bridge at Lemieux Island. It will intersect Blvd Taché in the vicinity of Blvd St. Joseph, almost in the heart of the City of Hull. Except where this proposed route passes through the section of Ottawa lying between Wellington Street and Scott Street, it is not likely to cause severe engineering problems or be particularly costly.

Senator REID: Would you point that out?

Mr. McDONALD: This illustrates the southern entrance. It will connect with the Morrisburg highway, No. 31, at the south and enter the city of Ottawa just east of Uplands airport. It parallels on the east side the C.P.R. tracks presently here, it crosses the tracks just south of the city limits and then goes across country to reach the Dunbar Bridge, then connecting from Dunbar Bridge to Bronson Avenue and the Queensway.

Senator REID: Is Queensway really Carling Avenue?

Mr. McDONALD: No, Queensway is No. 17 highway, on the old C.N.R. right of way cross-town tracks. The north-south route will use portions of the Queensway from Bronson westerly to approximately Bayswater, then go directly north over the proposed Lemieux Island bridge to Boulevard Taché and Boulevard St. Joseph.

Senator REID: The bridge across there will carry railways and highway traffic?

Mr. McDONALD: No, the railway bridge is on the east side of the island, the highway bridge is on the west.

The WITNESS: The railway bridge is already there.

By Mr. Leduc (Gatineau):

Q. Will this railway bridge be built by the F.D.C.?—A. Not necessarily. These are some of the joint projects which will be negotiated. In the case of the George Dunbar bridge, costing \$1 million, our share amounted to 17 per cent or \$176,000. We invested that amount because it was some distance away in our thinking and we did not go in nearly as heavily as in the case of the Sussex Street bridges.

Mr. COLDWELL: This is part of the parkways-highway system and one would expect the provinces to participate.

Mr. HAY: As a general rule, the province pays 50 per cent of what the city pays.

By Senator Connolly (Ottawa West):

Q. This section of highway north of the Queensway, through Lemieux Island to the Quebec side, is not part of the \$25 million highway we discussed the other day? It is not part of the 10 miles within the city?—A. It is not part of the Queensway scheme at all. It is separate.

Q. What about the part of the land between Queensway and the Ottawa river? Has that been taken?—A. No.

Q. A bridge of that character, being an interprovincial bridge, is I suppose a development in which both provinces would have an interest as a federal-provincial development.—A. We anticipate they will. They are not very complacent about sharing a new bridge in the Nepean Point area, but it is our feeling that any bridge over an interprovincial river is a three-way thing.

Q. What about the northern end of the bridge? Will it be within the city limits, of the city of Hull?—A. Yes.

Q. Will the cities be interested in the bridge part, from the point of view of cost?—A. I was not in on the discussion. This was discussed between the government and the two premiers at the time of the federal-provincial conference a few months ago. At that time the discussion was regarding the building of a bridge somewhere in the Nepean Point area. The feeling at that time was that Ontario might come in on the basis of a toll bridge but the federal government was not anxious to share on that basis. The cities of Ottawa and Hull said they were willing to share and Mr. Duplessis told the mayor of Hull at that time that he had no money to put into this sort of thing.

By Mr. Caron:

Q. I think the idea of the Nepean Point bridge was that the building of the bridge itself should be the responsibility of the three governments but the purchase should be the responsibility of the city. The municipality should build the bridge so that it will conform with the demands of the F.D.C.—A. We have not any agreement that they will do it, but I think it is probable.

Q. They would be ready to do it on the Hull side, I know.

Senator LAMBERT: May I ask Mr. McDonald to point out where the present Champlain bridge crosses the river?

Mr. McDONALD: It starts in Quebec just opposite the Royal Ottawa Golf Club, it crosses the two islands and comes in on the Ontario shore along Island Park Drive.

By Senator Lambert:

Q. The expense was undertaken by the federal government at the time?—A. It was entirely a federal District Commission project.

Q. It was built about the time of the celebrations of the 60th anniversary of Confederation in 1927. There was no question of jurisdiction about building that bridge.

Mr. HAY: The traffic there is limited purely to non-commercial vehicles.

By Senator Lambert:

Q. I know that, but there was no particular issue as to whether either province would have a responsibility in connection with it. It was done more or less as a monument on the occasion of the jubilee.—A. That is correct.

Senator CONNOLLY (*Ottawa West*): It reveals the fact that the federal government has power to build bridges across an interprovincial river.

Senator REID: Who thought that one up?

By Senator Connolly (Ottawa West):

Q. In view of the fact that there is a pretty good bridge at the place we call Island Park Driveway and a bridge at Chaudiere, is there a need for a bridge at Lemieux Island?—A. That has not a high priority. It will not come for a number of years. It is something for the future. We have not even got it scheduled in the next decade.

By Senator Lambert:

Q. Speaking about priorities, I do not know whether, in the conclusion of this brief, there is a list set down establishing priorities for these various things in the future. How far might all these projects be qualified by just what you have stated, that they are not a first priority? That information would help this committee very much I think, in formulating the report at the end of these appearances, as there will certainly be the question of appropriation of increased funds for the use of the Federal District Commission and I think that, connected with that, should be a statement of priorities in the way of undertakings.—A. We show such a statement. We show what will be proceeded with within the next decade. We do not like to be specific beyond that.

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The Prescott Highway, Highway 16, is also being studied with a view to relocation in order that the winding section along the Rideau River between Manotick and Ottawa can be bypassed. It is considered that the new road should be a limited access highway, running northerly from Manotick to enter the city at a location which can be conveniently connected with the Pinecrest Road-Queensway interchange.

Mr. CARON: Where is that on the map?

Mr. McDONALD: On map 22, the entrance which is discussed connects to Manotick on the south and will enter the city of Ottawa at Pinecrest Road, which is the spine of Britannia, this being Britannia, with the Deschenes Rapids there, and it will continue to the Queensway and then will be extended to connect with the new bridge from Britannia to Deschenes and thus into Quebec.

Mr. CARON: Where is the present road?

Mr. McDONALD: The Prescott Highway follows the Rideau river and is shown in orange colour on this plan.

Mr. CARON: So the idea is to have it centered further west. What is the difference in miles when it reaches the Queensway?

Mr. McDONALD: I would say two or three miles in a 20-odd mile distance, but it would be a limited access road.

The WITNESS: It would be faster to come in and would relieve congestion on that very crowded road. It is also a very long-term project.

By Mr. Coldwell:

Q. What is the priority for that?—A. We have not set a date but it is of the order of 20 years away, we think.

Mr. HAY: A lot of these are purely planning proposals and while they have low priority as far as the Ottawa end is concerned they are brought forward to resolve the thinking of the provincial Department of Highways. In this particular scheme they have problems to provide services and make investigations and they could do some work on their own portion of the scheme long ahead of what we will do.

The WITNESS:

Its future extension northerly is proposed to provide a connection with the new bridge recommended in the Master Plan, between Britannia and Deschenes.

In order to accommodate the local traffic which is presently using the Prescott Highway, it is proposed that Fisher Avenue be developed as the main artery connecting with the existing highway at the city limits. This will provide a direct route to Carling Avenue and will relieve the present crowded and dangerous conditions on the Prescott Highway from the city limits inwards.

Mr. Gréber recommended that a monumental eastern entrance to the National Capital be developed on the west side of the Rideau River at Hurdman's Bridge. This proposal envisaged many large buildings flanking an impressive Mall. To carry out this scheme, it would be necessary for the Russell Road and Queensway traffic to merge at this point.

With the tremendous growth of traffic and the vast railway developments proposed in this area, the original Eastern Entrance scheme is considered no longer feasible. Many alternatives have been studied. It is now proposed that the Russell Road traffic be diverted along the Smythe Road, crossing the Rideau River at a new bridge (near the DVA Health Centre and the site of the proposed new tri-services hospital) and connecting on the west side of the river with the south end of Main Street. Traffic on this proposed new route would cross the Rideau Canal at a new bridge at Fifth Avenue, and from this point move to the heart of the city, via Elgin Street.

Mr. LEDUC (*Gatineau*): Could this be shown on the map?

The Presiding CHAIRMAN: We have been stopping in the middle of paragraphs, to point out items on the map. We will proceed now and stop, for the present, at the end of each paragraph only.

Mr. McDONALD: On plan 22 this proposal is illustrated. Originally it had been contemplated that the Russell Road, which serves the southeastern section of Ottawa, be brought across the Rideau River at Hurdman's Bridge and merge with the traffic on the Montreal Highway No. 17, which is this one in the northeast section. Instead of that, it is proposed now that the Russell Road be diverted at the intersection of St. Laurent Boulevard, that is the main north-south route in the eastern portion of the city, and that the route be taken along the Smythe Road, through Alta Vista, past the Rideau Health Centre. It will cross the Rideau River, proceed through Ottawa east and cross the Rideau Canal on a new bridge at the foot of Fifth Avenue, that is right at the Exhibition grounds.

Senator CONNOLLY (*Ottawa West*): Over the canal?

Mr. McDONALD: Yes. Then it will proceed northerly to the heart of the city, along Elgin Street. It is recommended that the east side of Elgin Street be widened as far south as the Queensway.

Mr. CARON: The first one you showed, crossing the Rideau River, at the crossing a little higher up, is that portion of the road in existence now?

Mr. McDONALD: There is a new bridge crossing the Rideau River at Hurdman's Bridge, which will serve the Queensway proposal.

Mr. CARON: This small road connecting from that corner down that road through the red line—is that in existence?

Mr. McDONALD: The road to which you refer is the proposed station boulevard, which will not be constructed until—

Mr. CARON: It will be in existence in the future?

Mr. McDONALD: It is a future road, yes.

Mr. CARON: It will connect with the station?

Mr. McDONALD: It is the station boulevard.

The WITNESS: We have purchased all that land.

Senator CONNOLLY (*Ottawa West*): This Russell Road to which you refer, what traffic is it going to carry? Will it be a busy road?

Mr. McDONALD: There is quite a hinterland in the southeastern sector of the city which is tributary to the Russel Road. There are large communities there, but there are some small communities, all tributary to the road and there is a reasonable amount of traffic.

Senator CONNOLLY (*Ottawa West*): They are market people?

Mr. McDONALD: Market gardeners, farming communities and so on. It serves a big area as far as the spine running down midway between Ontario and the St. Lawrence River.

By Mr. Gour (Russell):

Q. That part is in my riding, and if you want to know if there is traffic on it, you just go on it at any time between seven in the morning and twelve at night and you will see some traffic there.—A. There will be an industrial area out there, too.

Senator CONNOLLY (*Ottawa West*): Where is this mall which we discussed?

Mr. McDONALD: The mall which had been recommended was located just west of Hurdman's Bridge in the site of the present gas works.

Senator LAMBERT: What you call the "cut"?

Senator CONNOLLY (*Ottawa West*): Has that been abandoned?

Mr. McDONALD: The idea of the mall has been abandoned.

The WITNESS: The development of that road has to await the removal of the station, because it is occupied by tracks.

Mr. GOUR (*Russell*): It should be done as quickly as you can do it. There is a project for a couple of thousand homes near Smythe Road there.

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The WITNESS:

In view of this proposed new Smyth Road traffic route, consideration has been given to the improving of the Federal District Commission Driveway from the bridgehead of the proposed Canal bridge at Fifth Avenue northerly to Pretoria Avenue, and the improvement of Elgin Street from Pretoria and the Queensway crossing northerly towards the city center by completing the widening of Elgin between Lisgar Street and Pretoria. It was widened from Laurier Avenue northerly to Confederation Square in 1939.

This proposed widening would greatly improve traffic movement on Elgin Street, and enhance the appearance of the Capital by providing an acceptable substitute for the impressive boulevard approach to the city center which had been proposed for the east bank of the Rideau Canal, but cannot be built in the foreseeable future because it is dependent on the removal of the Union Station to south Ottawa.

Bridges have been proposed over the Rideau River and Canal at Somerset Street to provide another traffic artery to the center of the city on the east.

Further relief of the traffic congestion on the Ottawa River crossings between the Capital and Hull must be achieved. To this end, the location and requirements for new bridges are being thoroughly studied with a view to determining order of priorities.

By Senator Reid:

Q. Might I make one suggestion with regard to "Confusion Square" as it is called. I have been in the city since 1930 and I know something of the city. I think I see a way around "Confusion Square" which I do not think has been looked at yet. When you come along the Driveway, heading towards Rideau Street from Sparks Street, you turn to the right and go under the street right along the canal. I think you should visualize that with a view to carrying a bridge over the canal and missing the whole of "Confusion Square". I have walked along it. It may not be feasible but there is a road there right along the canal, right under the street. You could cross there and miss the whole traffic and it could take you right into the Chateau area.—A. Actually, a scheme of that sort will become feasible if we get the head room on the canal lower. It depends on the head room and the bridges over the canal. We have studied that problem. As a matter of fact, it was one of my suggestions. Such action as that will be facilitated if and when our railway scheme goes through and when we acquire the C.P.R. tracks north from the station. That gives us an outlet away from the C.P.R. to the inter-provincial bridge.

Q. I do not think it should be as difficult to cross the canal area. The canal is not being opened and closed now to allow fairly big ships to pass. As a matter of fact, now it is all pleasure ships. The canal was being kept open, we were told in the house, from a historical point of view. I do not think the same question arises in regard to shipping as arose many years ago. I have not seen any difficulty in crossing the canal right there.—A. We have been arguing on those lines, as it makes all our bridges more expensive and we would welcome a recommendation from this committee that we be relieved of this difficulty.

The Presiding CHAIRMAN: "Parkways and parks".

The WITNESS:

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(c) *Parkways and Parks*

Certain of the parks and parkways recommended by Mr. Gréber are now being developed. It was planned, and the lands have already been acquired, to develop the banks of the Rideau and Ottawa Rivers. As well, it was proposed that a parkway ring be developed around the urban core. The route was selected to divide the ultimate built-up area roughly in half. This project is known as the Eastern and Western Parkway System. It will link into other parkways at both its western terminus at Britannia, and its eastern end at Rockcliffe Airport.

Substantial changes to the Master Plan with respect to the parkway locations have been made in the Province of Quebec in order to develop a similar ring parkway system. The Hull South Parkway is part of this system and will connect with the Western Parkway in Ottawa by means of a new bridge between Deschenes and Britannia. One section of this parkway will follow the north bank of the Ottawa River from Deschenes to the Champlain Bridges, and another will swing northerly to circle the City of Hull, terminating at the Gatineau River. The Fairy Lake Parkway, which has already been completed, will join the Hull South Parkway near Fairy Lake.

The 1950 Report on the Master Plan recommended that a park should be developed along both banks of Green's Creek east of Ottawa to serve the eastern section of the metropolitan area. Another park was recommended along Black Rapids Creek to serve the southwestern area. These parks would function as large recreational and quiet areas.

By Mr. Coldwell:

Q. That is also a federal district Commission project?—A. Yes.

By Mr. Caron:

Q. Where is the Fairy lake parkway? I know where it is, but could you tell us for the sake of the record?

Mr. D. L. McDONALD: Chart 25 shows the Fairy lake parkway from St. Joseph Boulevard in Hull, passing on the east side of Fairy lake to the Mountain road, Boulevard Gamelin, at the Hull city limits.

Mr. CARON: Has all the land been acquired by the federal district commission?

Mr. McDONALD: Yes.

Mr. CARON: Around the Fairy lake district?

Mr. McDONALD: Yes.

Mr. CARON: I see a green colour in between the parkways.

Mr. McDONALD: The land shown in green on this plan has already been acquired.

Mr. CARON: There are a few farms which have not been acquired yet.

The WITNESS: It is not shown in green.

Mr. CARON: You say it is not shown in green?

Mr. McDONALD: It is shown in green.

Mr. COLDWELL: It is a very very small white portion.

Senator CONNOLLY (*Ottawa West*): This takes in the Green Creek area and the Black Rapids area, which are both outside the city limits.

Mr. McDONALD: That is right. They are on the inner fringe of the Greenbelt, but they would be advancing to the outer limits of the metropolitan area as distinct from the administrative boundary.

Senator CONNOLLY: How big a park is contemplated at each place?

Mr. McDONALD: The Black Rapids park would be in the order of 750 acres, while the Green Creek park would probably be slightly larger than that in order to control the shores of the stream and its tributaries.

Senator LAMBERT: There are 328 acres there now owned by someone on the site for the sewage disposal plant.

Mr. McDONALD: The site for the sewage disposal plant would not come under the Green Creek project because it requires a lot of uninteresting flat land.

The WITNESS: It is city property.

Senator CONNOLLY (*Ottawa West*): Would these parks have special facilities provided in them for picnicking, and swimming, and things like that?

Mr. McDONALD: It would be generally a recreation park. As to the details of the use, there would certainly be picnic grounds with camp sites; but whether there would be swimming or not I do not know.

The CHAIRMAN: "Federal developments".

The WITNESS:

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(d) *Federal Developments*

Few changes to the Master Plan regarding federal developments are suggested. In this connection, however, the Commission recommends, as proposed in the Master Plan, that the triangle of land formed by Sussex Drive, King Edward Avenue and Boteler Street should be acquired by the Federal Government and held for future federal buildings. The northwest side of the triangle fronts on Sussex Drive, and its reservation for this purpose would be in keeping with the present nature of the street as along it already are located a number of important public buildings and national institutions.

It is a magnificent site, overlooking an attractive street, the Ottawa and Rideau Rivers and the Gatineau Hills. It comprises slightly over 30 acres exclusive of streets, of which 14 acres are owned by the C.P.R. and will probably revert to the Federal District Commission as part of the railway relocation program. Thus the problem is reduced to acquisition of the 16 acres additional to the C.P.R. lands.

By Senator Lambert:

Q. That is where the Art Gallery is supposed to go on the triangle you speak of.

Mr. A. K. HAY: It had been proposed for there originally, but the proposal was changed later.

Senator LAMBERT: I know.

The WITNESS:

(e) *Greenbelt*

The boundaries of the Greenbelt as set forth in the Master Plan have been modified to avoid waste land and interference with existing built-up areas. Due to the decreasing density of residential development within the metropolitan core, the area enclosed by the inner line of the Greenbelt has been increased. Adjustments have also been made to provide for the possible development of industry along the south side of the C.N.R. and west of the oil tank farm at the Merivale Road.

The problem of the Greenbelt is discussed more fully in Section 5(a), page 68.

(f) *General*

Other recommendations for the development of the Master Plan which are not the responsibility of the Federal District Commission in all or in part, are as follows:

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(i) *zoning*: this, a municipal matter, is proceeding at a reasonably good rate but the bylaws are not giving sufficient direction to the planning proposals in the Master Plan. Zoning acts in a negative way. It does not cause a change of land use but rather when the change occurs,

it controls the new use. However, when an urban area is undergoing rapid development, as is the case with the National Capital at the present time, zoning can have an important and immediate effect on overall planning.

It would appear that the difficulties of securing a zoning bylaw are such that any reasonable bylaw is better than none at all. In new bylaws, care should be taken to relate the proposed population densities to street capacities, existing or proposed services, as well as to schools, churches, parks and other amenities.

By Mr. Caron:

Q. As far as this is concerned, that is more especially for Ottawa.—A. Yes.

Q. Because Hull has a zoning by-law which has been accepted by the federal district commission.

By Senator Reid:

Q. I take it you are not receiving the co-operation from the city council that you expected, including zoning under city by-laws?—A. They are working away at it, and it has been accelerated within the last year.

Q. The by-laws are not giving sufficient direction to the plans proposed in the master plan.—A. That will be mentioned later; but one of the difficulties is with some of the housing developments; and a great deal of the zoning is to endeavour to prepare for housing developments. Some of the housing developments are not big enough to incorporate things we believe should be incorporated in them, such as the amount of land to be set aside for parks, for parking and off-curb things, or industrial sections. They are not big enough.

By Senator Lambert:

Q. I mentioned at one of the earlier sessions the report known as the report of the Ottawa Planning Area Board which was presented in 1947 to the municipalities and to the federal commission as well as to the mayor and council of the town of Eastview. I have this report and it seems to me that it covers the very point you are raising. In relation to the report, if it had been adopted by the municipality, and something had been done about it, then we would probably not have cause to make this reference here. I think Senator Reid's point is a very important observation in the light of that Ottawa Planning Area Board's report having been made in 1947.

Senator REID: I think we should note that if this was receiving the co-operation of the city council of Ottawa—the two must work hand in glove or the plans are impaired. That is why I raised the question.

The WITNESS:

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(ii) *Building heights:* the 110 foot building height restriction in the City of Ottawa was introduced to protect the skyline of Parliament Hill but it is in force throughout the whole of the city. It has been strongly recommended that the city relax its height restrictions on buildings which are more than a mile from Parliament Hill, in order that the general appearance of the Capital might be improved by becoming more varied and interesting.

For the same reason, the zoning bylaws might offer greater opportunity for the erection of buildings of more than average height within residential areas, thus avoiding the monotonous appearance of many areas resulting from the erection of large numbers of houses of uniform height and sizes. The subdivision planning of the metropolitan area

has not been achieved as completely as other elements of the Master Plan. Mr. Gréber recommended that residential areas be developed as small communities centered about a public square. Around this core would be grouped the churches, schools, apartments and commercial shopping area serving the adjacent single family homes. This conception has not been accomplished since most subdivisions are being carried out on small parcels of land and the integration of adjacent subdivisions has not been overly successful.

Senator REID: Here again that has been submitted to the city council. You are outlining a plan which seems fairly reasonable. Has the city council been asked about this? Are they will to co-operate, because you contend that they were not?

Mr. HAY: Over the last seven or eight years we have been urging the city council to get on with the zoning program as fast as it can, but it has only been in the last 17 months that there has been any attempt to catch up with the zoning deficiency in Ottawa, and a great deficiency still exists. They have been tackling the outlying areas where sub-division has been taking place very rapidly, but we would like to see them come back to the older and central portions of the city and take an interest in what is going on there, where old buildings are being torn down all over Ottawa and new buildings erected, but the question of how much space the new buildings should be permitted to occupy and the provision for off the street parking and loading zones are most important.

Senator LAMBERT: Senator Reid thought that if the Mayor of Ottawa and the Mayor of Hull were members of the Federal District Commission and sat in at their meetings ex officio, they would know everything that was going on.

Senator REID: That does not mean co-operation.

The WITNESS: Both cities are represented on the National Capital Planning Committee too.

Mr. RICHARD (*Ottawa East*): They have been for years, but they do not listen.

Senator REID: I move that we now adjourn for lunch.

The CHAIRMAN: We shall now adjourn until 3 p.m.

AFTERNOON SESSION

3.00 P.M.

The Presiding CHAIRMAN: Gentlemen, we now have a quorum. Before lunch, we concluded section 3. We are now at section 4, page 60. I will call on Mr. Kennedy.

Major General Howard Kennedy, C.B.E., M.C., M.E.I.C., F.E., Chairman, Federal district Commission, recalled:

The WITNESS: The brief continues:

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SECTION 4

Land Acquisitions; Federal District Commission

(a) *Policy and Progress*

The land acquisition policy of the Federal District Commission for the implementation of the Master Plan is based on a realization of the need to assure satisfactory and economical execution of approved recom-

mendations in the General Report, particularly those regarding proposed parkways. With such developments it is essential to acquire the affected lands well in advance of the carrying out of the projects, while the lands are reasonably priced, and before private buildings are erected upon them.

With respect to Gatineau Park, land purchases are restricted to requirements of planned developments and no effort is being made to force owners of lands in the Park area to relinquish their holdings.

Expropriations are being carried out in the Province of Ontario but the Commission has not expropriated property in the Province of Quebec since 1949. This difference in procedure has not influenced the amount of property acquired by the Commission, since the limitation has been its financial resources. From 1946 to March 31, 1958, \$28,000,000 will have been available in the National Capital Fund and the Special Statutory Grant. Of this amount over \$14,000,000 will have been used for the land buying program, which received top priority in the Commission's expenditures.

In retrospect, this emphasis has proved most wise. Since the end of the Second World War, several trends in Canadian cities have had a profound influence on the value of land—namely the growth of commercial and industrial activities and their requirements for greatly increased ratio of land area, to building, due to the demand for one-storey buildings and employee parking; the need for larger lots for the one-storey house; the greater demand for the single family house; and lastly, the inflationary effect of the currency.

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The force and effect of such factors on the Ottawa-Hull area are indicated in the following table:

Ottawa-Hull Metropolitan Area

	1945	1955	Increase
Population	244,327	329,374	35%
Built up area (all uses)	13,751	33,736	145%
	acres	acres	
Built up area, excluding federal holdings ...	9,574	19,269	101%
	acres	acres	

It will be noted that to house a population increase of 35 percent in the Greater Ottawa-Hull area, an increase of the land (exclusive of federal holdings) used for building in the metropolitan area amounted to 101 percent. These facts indicate a significant lack of density in the new urban areas. Such a tendency will build a most uneconomic city and is particularly costly in the Ottawa area, where the cost of servicing is higher than normal due to engineering requirements of deep frost penetration, rocky sub-soils, and very heavy snowfall.

It is also true that, in a rising real estate market, the percentage increase of price for raw or vacant land is infinitely greater than land on which buildings have been erected. For example much land was acquired by the Federal District Commission in the 1947 to 1950 period at prices ranging from \$500 to \$1,000 per acre, including buildings. Today, very little undeveloped land is available adjacent to these properties and where it is available, the market price ranges up to \$3,000 per acre, without buildings and would be more than double this after subdivision. When houses have been erected, say at five houses to the acre, the value of this land would be between \$50,000 and \$100,000 per acre.

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The Commission acquired the land for the Rideau River, Ottawa River and Gloucester Industrial projects at 1947 values, and before the expansion of the built-up area affected the prices of the land. The Eastern and Western Parkway land acquisition program was started in 1952. The cost of this project was kept at a reasonable level because the acquisitions were in advance of active land speculation and most of the area was farm land.

It may be said that the Commission, by concentrating on land buying rather than on the other more striking phases of development of the National Capital, such as construction of parks and driveways, has ensured the final development of the Capital to a standard in keeping with the dignity of the seat of national government. Had the land not been so acquired, the later initiation of many projects would have become prohibitively expensive.

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The Commission, therefore, realizing that the various proposals of the National Capital Plan could not economically be carried out without securing as much land as possible in a raw state, commenced its land acquisition program in 1945. At first the emphasis was laid on the extension of Gatineau Park, but late in 1947 extensive tracts of land both in Ontario and Quebec were expropriated for purposes of The Master Plan, by the Department of Public Works on behalf of the Commission, to be used for park, parkway, railway and industrial development. Most of this land was sparsely built upon. The boundaries of these acquisitions have been adjusted from time to time by the abandoning or the additions of land to reconcile them with requirements revealed by more detailed study of the Master Plan project.

By 1950, the Report on the Master Plan had been completed. It indicated the necessity of acquiring more land to protect the projects recommended, such as the right of way for the Cross-town limited access highway, (the Queensway) and the Eastern and Western Parkways. These lands were acquired using the provisions of the Federal District Commission Act. From 1950 to 1955 the Commission has been acquiring land by purchase in the Province of Quebec and by purchase, and expropriation if necessary, in the Province of Ontario. In addition to the projects mentioned above, waterfront properties from Woodroffe to Britannia are being acquired in order to complete Federal District Commission control of the south bank of the Ottawa River.

The next page consists really of a lot of tables and, with your permission, I will read the totals rather than the individual figures.

THE PRESIDING CHAIRMAN: We will dispense with reading the figures in each line and read only the totals. Maybe we also could go through the section of procedures in land acquisition and then members will have a general idea of the matter.

The WITNESS: The figures are as follows:

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TABLE I.—GATINEAU PARK PROPERTY ACQUISITIONS

Date of purchase	No. of parcels	Area	Amount paid
			\$
1945 and earlier.....	114	15,874½	167,007.27
1946.....	15	1,458½	18,157.93
1947.....	21	2,341	49,590.26
1948.....	59	4,760½	346,507.87
1949.....	16	957½	103,927.35
1950.....	24	1,506½	133,737.35
1951.....	18	4,750½	336,927.19
1952.....	71	5,417	367,435.36
1953.....	75	6,097½	412,379.04
1954.....	54	3,124½	277,804.73
1955.....	49	2,164	493,573.71
Total.....	496	48,451½	2,707,048.06

TABLE II.—NUMBER OF PARCELS UNDER EXPROPRIATION OR REQUIRED WITH AN ESTIMATE OF COST TO ACQUIRE

Project	Options accepted and unpaid		Parcels under expropriation		Parcels required to complete project	
	No.	Amount	No.	Amount to settle	No.	Amount to acquire
		\$		\$		\$
Ottawa River Parkway.....	16	90,210.00	91	853,000.00	54	411,000.00
Rideau River Parkway.....	3	46,800.00	8	175,000.00	—	—
Gloucester Railroad and industrial.....	2	5,000.00	7	127,000.00	—	—
Queensway.....	1	1,450.00	45	430,000.00	43	382,000.00
Eastern Parkway.....	6	70,925.00	25	375,000.00	10	143,000.00
Western Parkway.....	2	64,995.00	8	107,000.00	9	405,000.00
Bridge.....	—	—	2	8,000.00	1	190,000.00
Station Blvd.....	—	—	2	40,000.00	3	30,000.00
Sussex Street.....	1	30,000.00	—	—	10*	200,000.00
Hull South.....	3	58,600.00	—	—	30*	400,000.00
Hull General.....	—	—	2	135,000.00	7*	39,000.00
Total.....	34	367,980.00	190	2,250,000.00	167	2,200,000.00
Gatineau Park.....	43	383,642.00		—	200	2,500,000.00

* Indicates approximate number.

TABLE III.—ESTIMATE OF LAND COSTS TO CARRY OUT MASTER PLAN PROJECTS WHICH ARE UNDER STUDY

FEDERAL DISTRICT COMMISSION PROJECTS—

	\$	\$
Hull Parkway—North.....	150,000.00	
Brewery Creek Development (Hull).....	50,000.00	
Union Station Developments—		
Triangle—Rideau, Sussex and Station.....	800,000.00	
Nicholas—west side Besserer to Daly.....	350,000.00	
Miscellaneous.....	150,000.00	
		1,500,000.00

By Mr. Caron:

Q. What is the estimate of land costs to cover the master plan? Is that to be bought?—A. Yes, that is still to be acquired.

Q. There is no understanding between the proprietors and the commission? This is just an estimation of what it might cost?—A. Yes. It could be higher or lower.

Mr. HAY: These are projects still under study but which have not been accepted.

Mr. CARON: Is it for the near future?

Mr. HAY: Some of it might be and some of it might be postponed. There is no decision.

The WITNESS: We are not pressing it, as we have some more urgent things to do with the money.

By Senator Reid:

Q. On page 63 you speak of "purchases of land in Quebec" and in Ontario you speak of "purchases and expropriations". Have you been able to acquire all the land in Quebec without expropriation? Why would you have to expropriate in one province as against another? I am curious to know if there was any cooperation?—A. There are several reasons. The land we require in Quebec is in Gatineau Park and is not as urgent as it is here. In Ottawa, some of the purchases we are making are ahead of housing development and in some cases along the shore of the Ottawa River, where it would cost us two or three times as much in a couple of years. That is not the case in Gatineau Park.

Q. When I was in the committee the last time, when the committee was set up, I do not remember the taking in of Gatineau Park under the national scheme. I am not sure that we should not review the extent of the territory taken in. This is the national capital. It is difficult to understand how the great area of Gatineau Park could be the national capital. It looks as if Gatineau Park could well be handled by one of the departments of government under the national parks system. It is far out from Ottawa. This committee should examine this matter, to see the extent to which this commission is going. That is my own view. When you begin to deal in parks and then think of the national capital—to me the national capital is in the vicinity of Ottawa and I cannot see how you fit into that a 75,000-acre park, which seems to be a park scheme.

Mr. CARON: Mr. Gréber's plan was based on the fact that it is the only national capital around the world which had an opportunity of dealing with such a beautiful site for the surroundings of the capital.

By Senator Reid:

Q. I never did agree with that. I do not take him as an authority.—A. Not only was it recommended by Mr. Gréber that it be purchased, but the whole commission in 1950 recommended even the purchase of a wider area.

Mr. LEDUC (*Gatineau*): I recall that when Mr. Gréber was hired by the government to prepare a master plan, he was instructed to prepare the master plan not only for the next 25 years but looking forward 100 years and more. Those were his instructions at that time.

By Mr. Houck:

Q. Does not your development take in some 900 square miles?—A. That is a sphere of influence rather than a sphere of purchase of land. We will never purchase any amount like that. We are asking that the 900 square miles be increased. That is the area in which the F.D.C. Act applies and if necessary we can spend money in that area and carry out agreements with the municipalities.

Q. When you are planning taking land first, I do not know about Quebec, have you to deal with the Department of Planning and Development in Toronto and get their permission?—A. We do not have to get their permission because for certain reasons we are entitled to go ahead. The government can go ahead in expropriating land anyway. That has never been challenged in Ontario. It is challenged in Quebec as to whether the F.D.C. has the right to expropriate land for parks. It was never tested in court.

Mr. CARON: Even in the case of public works it is challenged because we believe that property is under the civil code and the civil code goes with the provinces only.

Senator REID: Could I have an explanation as to why the F.D.C. goes into expropriating land for the Queensway? How does the F.D.C. come into it? It appears from this that there are 43 parcels in hand.

The WITNESS: The reason is that the original right-of-way of the C.N.R. was acquired by us in an endeavour to get the railway out of the city, to prevent it cutting the city in two. That original right-of-way is not wide enough in some areas to provide for a landscaped highway. It is only 80 feet wide. We had to buy a strip of property along that to widen it to the width necessary and in some cases we needed turn-arounds, clover leaves and so on, to provide the ancillary things that go with a speedway.

The WITNESS:

Land Acquisitions

(b) Procedures

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To handle its appraising, negotiating, and settlement the Federal District Commission employs local real estate agents. At the present time the principals of ten firms are working for the Commission and they are authorized not only to appraise property but to deal with the former owners with a view to securing settlement. In the event that an amicable settlement cannot be reached, the case then proceeds to the Exchequer Court of Canada for adjudication with respect to the amount. On the other hand if voluntary settlement is reached, the option is then processed within the Commission. In the case of options covering properties lying within the City of Ottawa, these are referred to a special committee comprising members of the staff of the Assessment Department of the City of Ottawa for its opinion. This committee was set up gratuitously by the City of Ottawa for this purpose and has proved both cooperative and useful.

All options are approved by the Federal District Commission at a regular meeting.

Following this approval, the options are sent to the Department of Justice which appoints a legal agent to prepare the deed or release, if the property is expropriated, and arrange for payment. All legal costs are paid by the Commission, except those incurred by the vendor in clearing his title, should this be necessary.

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As protection for the former owner, the option which the Commission uses in the Province of Ontario contains a clause whereby if payment is delayed beyond 90 days from the date of the option, and the delay has not resulted from activities of the owner or his solicitor, the Commission will pay interest at 5% on the settlement amount until final

payment is made. This provision is a rather recent one and was introduced to avoid any criticism of the speed of the payments after an option agreement had been reached. A similar provision is in the course of preparation for the Quebec options.

As soon as payment has been made to the former owner he is given an opportunity of renting the premises from the Federal District Commission at a monthly rental, which is computed as being 1/12th of 5% of the settlement price, plus municipal taxes plus insurance premiums. In such cases the former owner is responsible for minor repairs. Should the owner vacate, the premises are leased to the general public at a commercial rental or if the building is substandard it is sold for demolition or removal on a tender basis. At the end of 1955 the Federal District Commission had 537 leases in force of which 408 are in Ontario and 129 are in Quebec.

The actual administration of such properties is handled by the Royal Trust Company on a fee basis. This firm inspects the properties, prepares and arranges for signature of the leases, and collects the rent. Depending on the location of the property, it arranges for repairs. A statement of receipts from this source is as follows:

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Fiscal Year	Gross Rentals	Expenses	Net Rental Revenue
1948-49	\$ 36,196.00	\$ 18,924.00	\$ 17,272.00
1949-50	64,847.00	26,774.00	38,073.00
1950-51	99,781.00	36,789.00	62,992.00
1951-52	124,463.00	71,944.00	52,519.00
1952-53	154,836.00	84,550.00	70,286.00
1953-54	175,970.00	92,046.00	83,924.00
1954-55	226,411.00	104,462.00	121,949.00
1955-56	260,000.00	130,000.00	130,000.00
(Estimated)			

By Mr. Caron:

Q. The properties are rented by a trust company. Was it appointed under tenders?—A. I believe we had negotiations with other trust companies at various times. I have inherited this system.

Mr. McDONALD: The rental agent was selected on the basis of open tender. All local administrators of that type of property were asked to tender and the lowest tender was accepted.

By Senator Reid:

Q. Has the one-twelfth of five per cent rental worked out very well? What happens if the former owner who rents the premises did not pay municipal taxes?—A. We would remove his lease.

Q. The original owners were liable for the taxes and I was wondering what would happen if one said: I am not paying any more taxes.—A. We would just eject him.

Mr. GOUR (Russell): It is included in the rent.

Senator REID: It says: "one twelfth of five per cent" and my first question is: how is that working out?

Mr. CARON: They put that in, and then it is so much a month.

Mr. GOUR (Russell): Two and a half percent—taxes and insurance. That makes so much a month. That is worked out already.

The WITNESS: Our experience has been very satisfactory. The owner of the property is really only paying five per cent. *

Mr. GOUR (*Russell*): A very good situation.

The WITNESS: They would be foolish if they did not accept it.

The CHAIRMAN: Well, we will carry on with the rest of the section.

The WITNESS:

It is pertinent to point out that much of the housing which has been acquired by the Federal District Commission is substandard, and while a certain number of such houses have been removed many more will have to be vacated and demolished at the earliest possible date. Since 1945 the number of houses which the Federal District Commission has demolished or removed would amount to over 500.

I might explain at this point that we were mentioned in the press as being the landlords in the case of the disastrous fire recently in which a woman and four children were burned to death. What did not appear in the press was the fact that we were going to evict these people but were asked by the Welfare Department of the city of Ottawa to let them stay there, and that the city was responsible for the rent.

Senator REID: How do you go about demolition?

The WITNESS: Sell the building. The brief continues:

The Commission would like to emphasize the value to the community at large in having such substandard housing removed as a byproduct of other developments of the Master Plan. In the General Report—1950—Mr. Gréber strongly urged that to the greatest extent possible public works projects should be used to assist in the removal of slum or depressed housing. Most of the homes which the Commission has removed or demolished were not served by municipal water or sewer facilities or lacked water services for adequate fire protection.

* * *

The CHAIRMAN: Are there any other questions on this section? If not we will carry on with the next section,—“Greenbelt”.

Senator REID: I see here gross rentals of \$260,000 and expenditure of \$130,000. That seems a lot of money for expenditures.

The WITNESS: It includes taxes and other things.

Mr. McDONALD: There was \$80,000 worth of taxes included in the expenses.

Senator GERSHAW: What projects does the commission plan to undertake where those 500 houses are being removed?

The WITNESS: A lot of that work is on the Ottawa River Parkway which starts out in the Western portion of the city, runs north to lazy bay and goes out along the river shore. That is a major project which will take a lot of that money.

The CHAIRMAN: Page 68. The Greenbelt.

Senator CONNOLLY (*Ottawa East*): Perhaps this might also be pointed out on the map?

Mr. McDONALD: This is plan No. 29 showing the Greenbelt as in 1955. This plan illustrates the built-up area, which is shown in the light colour. It shows the land available inside the inner line of the Greenbelt in yellow. It shows the Greenbelt indicated in green and it shows what we call hamlets,

for lack of a better word, that is to say areas of present housing which will be permitted to expand within the Greenbelt into self-contained villages. The city of Ottawa boundary line is shown by the red-dotted line.

Senator CONNOLLY (*Ottawa East*): Some of the land in there is still outside the city limits of Ottawa.

The WITNESS: The Greenbelt line was not determined by the city of Ottawa boundaries, but rather by the final or most efficient size of the metropolitan area on the basis of the municipal sewer and water services.

The Gore-Storrie report, which was a report provided in 1949 on the servicing of the urban area, shows boundaries which very closely parallel the line of the Greenbelt, rather than the city boundaries.

Senator CAMERON: What is the approximate width of the Greenbelt?

The WITNESS: I would say it averages a mile and a half.

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SECTION 5 (α)

The Greenbelt

In his report on the plan for the national capital Mr. Gréber recommended the establishment of a Greenbelt for the Capital, a proposal which he defined as follows:

In the center, the urban region is delimited by a perimeter, intended to prohibit tentacular and linear extensions of constructions abutting upon highways. To that effect an area, zoned as a Greenbelt, frames this perimeter and is subjected to regulations to protect the area comprised within the Greenbelt against undesirable development. Outside of the extreme limit of this Greenbelt, the territory will retain its rural character, with the exception of limited and controlled minor and appropriate developments.

The belt as originally recommended in Mr. Gréber's Report embraced some 71,000 acres, of which 41,000 acres were located in the Province of Ontario and 30,000 acres in the Province of Quebec. This Report was approved in principle by the National Capital Planning Committee and the Federal District Commission in 1951.

The need for a Greenbelt (which may more properly be called a controlled rural belt) was recognized by the Ottawa Planning Area Board which, in its Report of December 1947, made reference to and adopted a plan showing in principle the Greenbelt area. The belt designated in this report agreed with Mr. Gréber's recommendation with respect to its inner limit, although its area was much reduced. However, the Planning Area Board was dealing with this matter from the point of view of municipal services. Later the Planning Area Board's report was adopted in principle by all the municipalities affected, which included the townships of Nepean and Gloucester.

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The late J. M. Kitchen, Director of the National Capital Planning Service, had this to say about the Greenbelt:

In general the Greenbelt can be defined as being that area lying beyond the limits of urban services as contemplated by the Gore and Storrie Report, which report has since been adopted and conformed to by the City of Ottawa as the pattern in respect to all sanitary sewer and water supply extensions. It is considered that

this Greenbelt area should be developed and controlled in the best interests of the whole area, of which it is essentially a part, and should in theory extend an indefinite distance from the urban area to other communities capable of providing urban services of a sanitary nature, which communities would likewise benefit from such a Greenbelt as a transitional area between the urban and rural zones, providing common protection against development adverse to the public interest.

From its character and extent, and the limited demand for land for other appropriate uses, the area of the Greenbelt is and must continue to be used predominantly for agricultural purposes. Other uses which would not violate the basic objectives of the Greenbelt, and which would meet a justifiable demand, would include airports, recreational centres including golf courses and stadiums, cemeteries, the manufacture of agricultural by-products, wood lots and reforestation products, public utilities, self-contained public institutions such as hospitals, sanatoria, educational and religious institutions capable of establishing and maintaining necessary sanitary facilities and not creating other urban demands, etc. etc. All structures should be located in parcels of land of generous proportions and should not be closer than 100 feet to the center line of a highway.

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The Federal District Commission, after further study of the matter, recommended to the Ottawa Planning Area Board that the permissible uses within the Greenbelt should be as follows:

- (a) housing and agricultural uses, other than those mentioned below, on lands of more than $5\frac{1}{2}$ acres;
- (b) churches, libraries and museums and similar uses on lands of more than 3 acres;
- (c) hospitals, religious institutions, educational institutions and public buildings on lands of more than 10 acres in extent;
- (d) commercial and/or industrial undertakings on lands of more than 10 acres, provided that no buildings would be erected closer to any boundary line than 200 feet and not more than 25 percent of the area of the property was covered by such buildings;
- (e) farms devoted to the raising and marketing of turkeys, chickens, frogs, rabbits, goats, ducks, mink, and foxes and similar purposes on lands of at least 20 acres.

On main highways and important county or suburban roads (to be specified) and being not less than 86 feet wide housing would be permitted on one acre provided that the frontage of the lot was at least 150 feet and the buildings were set back from the center of the roadway not less than 100 feet, and were not closer to either side line or the rear line than 40 feet.

It was proposed that these definitions be expanded and set out in proper legal phraseology prior to their being given any official status.

The Commission, as a result of recent studies of this problem, is strongly convinced as to the desirability of a Greenbelt for the following reasons:

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- (a) It will control the physical limits of the metropolitan area and thus limit the ultimate population. The control of population will provide for the economic development of municipal services by permitting the construction of sewer and water facilities to ultimate design capacity. Over the past few years the Commission has made substantial contributions towards the expansion of such services in the City of Ottawa. It would be unfortunate if uncontrolled development on the city's outskirts forced unplanned extension to the services, thus making the trunk sewers and water mains inadequate. The costs of their enlargement would be very heavy.
- (b) The Greenbelt will maintain sites which in the future can be used by federal buildings or institutions requiring large areas. It will also provide future park areas to serve the future metropolitan population which will live on both sides of the Greenbelt. The population outside the Greenbelt will live in satellite communities. These, it is contemplated, will develop in the next twenty years if present population trends continue.

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The parks which would be located in the Greenbelt would have a degree of sophistication midway between Gatineau Park, a wilderness park, and Hog's Back Park, a large urban park. These parks should be kept in a natural state and would be suitable for recreational uses, hiking, riding, etc.

- (c) The Greenbelt will prevent rural slums which occur when housing is permitted to grow sporadically without adequate servicing. A belt of such housing around the National Capital would be unfortunate. This can be prevented by insisting on building sites of about five acres per house. Troubles occur when the density of unserviced housing becomes greater than the capacity of the land to provide water and to dispose of the domestic sewage.
- (d) The Greenbelt will protect the access roads to the metropolitan core by preventing dense ribbon development. Arterial roads cease to be of value when interference to traffic develops from abutting property owners. This fact is recognized by the Ontario Department of Highways, which declares a 30 m.p.h. speed limit on a roadway when 50 percent of its frontage is built upon. By using existing arterial access roads, the demand for new and costly limited access roads is reduced.
- (e) The Greenbelt will protect the farms against urban uses. When rural lands are used for housing, a demand for schools, road surfacing, municipal services and welfare develops. Sporadic housing cannot pay for such services and the costs of providing such services to the new homes has to be met by increasing the taxes on farm lands.

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- (f) The Greenbelt should prove of great value in the case of emergencies involving civil defence by providing collection areas for the inhabitants of the metropolitan area without involving long distances of travel.

- (g) The outer line of the Greenbelt will provide a physical limit to the National Capital. If the metropolitan area is permitted to expand indefinitely, it follows that the National Capital will expand to the same extent. In this case there can be no limit to the federal involvement and financial responsibility to the National Capital.

For these reasons the Commission felt that the implementation of the Greenbelt should be considered as being equally important to the National Capital development as the railway project, parkway development, Gatineau Park, or the main arterial road system. Accordingly, it could be held to qualify for expenditures from the National Capital Fund.

On July 22, 1955 the Prime Minister, in a speech to the House of Commons, said:

The plan for the National Capital included a Greenbelt around the built-up areas of the National Capital in which it was proposed that the land would be used in a manner that would preserve some open space and rural appearance. This Greenbelt is an important part of the plan drawn up by Mr. Gréber and his associates, approved by the Federal District Commission and was tabled in this House in April 1949 and used as the basis of our plans in developing the Capital.

... The Central Mortgage and Housing Corporation are being directed immediately to restrict the facilities they provide under the housing act within the area of the Greenbelt of the National Capital. For the time being that belt will be defined for this purpose as the one in the plan of the Ottawa Planning Area Board, dated December 1947, and acknowledged by the Minister of Planning and Development of Ontario early in 1948.

... I should make clear, however, that this negative action in respect of housing is by no means enough. Some positive action for the control of the land use in the Greenbelt will be required if it is to be properly maintained in the manner that has been proposed.

... I hope that the creation of a proper Greenbelt around the Capital will not be prevented, or unduly delayed, by lack of action on the part of those concerned in addition to the federal authorities.

The Federal District Commission believes that the Greenbelt, while a most important element of the Master Plan is the jurisdictional responsibility of the provincial and municipal authorities to implement. However, the Commission is doubtful of the permanence of a Greenbelt established under local municipal bylaws.

A degree of protection can be achieved by an official plan under the authority of the Planning Act of the Province of Ontario. However, such an official plan must first be enacted under the Ottawa Planning Area Board, and receive the approval of the Minister of Planning and Development of the Province. Where the municipalities in which this official plan would take effect are opposed to the strict land use controls necessary to ensure the preservation of the Greenbelt, it is unlikely that the official land use plan would be adequate.

The Commission is therefore convinced that the Federal Government must take parallel steps to ensure that the Greenbelt is maintained in perpetuity.

The suggestion has been advanced that the Federal Government pay compensation to the affected owners, or to municipalities in which the Greenbelt lies, on the basis of estimated loss of future values of their land resulting from the effects of either a zoning bylaw or an official plan. Federal funds would thus be used to achieve a purpose in which permanency of results could not be guaranteed. Also the Commission has been advised that compensation for loss of possible future profits to land owners, due to zoning provisions, would be resisted strongly by the Province of Ontario, for this would strike at the fundamental basis of land use zoning. The Province does not accept as a matter of principle any responsibility for damages in this respect. It believes, and the Commission agrees, that zoning is for the benefit of the public at large, and that the individual, who may be personally affected adversely, benefits as a member of society. In this respect zoning legislation is no different from any other legislation enacted for the common good.

In expressing these views the Commission does not mean to imply that the municipalities should not enact zoning bylaws nor the Ottawa Planning Area Board establish an official plan. These are necessary and desirable steps, but the Commission, for the reasons stated, does not believe that they will ensure the permanent establishment of the Greenbelt for the Capital. Being firmly of the opinion that the Greenbelt is desirable for the benefit of the National Capital and for the security of the growing national investment in it, the Commission therefore recommends that its share of the establishment of the Greenbelt be the purchase of as much land as is considered necessary in the heart of the belt area. The cost of such a land acquisition program could amount to some fifteen or twenty million dollars, or the Commission could acquire land to the limit of resources made available to it for the purpose. It should be pointed out that it is not the intention that all land so acquired remain indefinitely as rural open space or park land, but would be available for the permitted land uses within the Greenbelt listed on pages 69 and 70.

It would be wise to have a reserve of additional lands for future federal building areas. Lands acquired now in the Greenbelt area would provide such a reserve adequate for the next 100 years. It is recognized that this use of the land will not be large initially, though it would make available a much wider choice of building sites. The Commission considers therefore that the acquisition of large strategically located blocks of land can preserve the principle of the Greenbelt and will be of immense value to the Federal Government in the years to come. In effect it might be said that the Greenbelt is the acquisition of federal lands in advance of need.

It is also conceivable that certain lands could be held and ultimately transferred to institutional uses such as hospitals, churches, schools, colleges, fairgrounds, etc., all of which will be required as the metropolitan district continues its rapid growth. It has already been noted that such institutions are having difficulty securing adequate sites within the area enclosed by the inner line of the Greenbelt, and this difficulty will increase as housing expands.

The Commission respectfully requests the Committee to give full consideration to this problem because, as the result of subdivision of much of the land originally envisaged as Greenbelt, this basic proposal in the National Capital Plan already is in jeopardy.

The situation may be considered urgent, for not only is much of the land concerned lost to Greenbelt purpose, but the Commission has knowledge of subdivision plans now being made for housing developments on many large tracts in the area.

The Commission reiterates its firm belief in the necessity of the Greenbelt, and emphasizes that if adequate steps to preserve it are not taken in the immediate future, this part of the Master Plan will be impossible of adequate accomplishment, and the metropolitan area of the National Capital, instead of containing 650,000 inhabitants, will have an indefinitely larger population, spread haphazardly over many square miles of the surrounding countryside.

By Mr. Caron:

Q. On pages 69 and 70 there appears quite a list of developments which could be made inside the Greenbelt. Under what conditions are these permitted?—A. It would only come under our control if we did, in fact, control the Greenbelt as we suggest. At the moment there is no control.

Q. As it is, you are asking for control?—A. We are asking to be given some measure of control.

Q. In order that you could decide on the architecture, the site and so on?—A. On the use of the land.

By Senator Reid:

Q. How much land do you already own in that area?—A. I do not believe we own any land in that area—

By Mr. Leduc:

Q. In Quebec?—A. I may say the federal government owns some land—Uplands Airport, for example. I suppose we do own some property—

Mr. McDONALD: Our present ownership in the Greenbelt area is negligible.

By Mr. Gour (Russell):

Q. As it is now, those people who have property within the Greenbelt are forbidden to borrow money from the Central Mortgage and Housing Corporation. They are in a very difficult situation and they do not know what to do. I think the sooner the commission has the power to buy this land and pay these people what it is worth, the better. The mayor of at least one of the townships which falls, to a large extent within the Greenbelt does not know what his position is at the moment, and neither does the council. These farmers are in the dark and they cannot develop as they would wish to do. Sometimes they try to sell their farms, but in these circumstances the other fellow naturally does not wish to buy. As I said, I hope the commission may have the necessary power as quickly as possible in order that it may buy these farms and pay for them what they are worth.

The CHAIRMAN: At this point I wish to mention that I have contacted the Reeves of Gloucester, Nepean and Eastview and told them that they are welcome to attend this committee if they want to be heard on any question concerning the development of the national capital.

By Senator Lambert:

Q. General Kennedy states that the federal government, after a considerable study of the matter, recommended to the Ottawa Planning Area Board "that the permissive uses within the Greenbelt should be as follows" and so on. Could we be told in what year that report was made?—A. Those recommendations were made during the past year and the difficulty we are up against is that nothing can be done because the Greenbelt has no legal status.

Q. I am coming to that. Why was the recommendation made to the Ottawa Planning Board?—A. It is the creation of the Ontario government which has jurisdiction within the province. There is no comparable board in Quebec.

Q. I am coming to that point, too. The Ottawa Planning Area Board, in receiving your suggestion, would therefore be confronted with two courses to pursue—whether they should present it to the city of Ottawa or direct to the province?—A. I did not quite follow, I am afraid.

Q. I asked you: why present it to the Ottawa Planning Area Board? You said because it was a provincial board. Would the board necessarily first present its recommendations to the province or to the municipality of the city of Ottawa?—A. As a matter of fact they would present it to the municipal council. We had quite a meeting of the Planning Area Board with the Minister of Planning and Development present, here in Ottawa, but we were still without legal status.

Q. Still without any action. I have in mind this report, which was presented by the Ottawa Planning Board in 1947, and your recommendation simply reiterates the point of view they expressed then. I am going to read this portion of it—

The CHAIRMAN: On which page?

By Senator Lambert:

Q. On the Ottawa Planning Area Board, on page 6:

Obviously many of these services—

We are speaking here about the extended areas of the Greenbelt.

—can only be proceeded with economically if the area to be served is delineated and brought under unified control so that the authorities sponsoring such development will be absolutely certain that the areas for which the works have been designed will be available for open development as needed so that in the meantime those areas will be contributing their share of the cost of such works through normal municipal taxation.

That report, including that passage, was presented to the city of Ottawa and to the other municipalities, adjoining, in whose area this Greenbelt is probably located now, and that is getting on to ten years ago, or nine years ago. Has there been any indication whatsoever of any settlement of that problem?—A. No. We had a meeting during the past year with the various municipalities of Ottawa, Nepean, and Eastview, and the Federal District Commission, with the Minister of Planning and Development present and his officers. And at that time simply no progress was made. We asked that they adopt at least a boundary so that we could have something; but we have nothing to discuss. It is like fighting with a feather bed; there is no definition of the area of the Greenbelt. We asked them at least to adopt a plan for the Greenbelt so that we could know the specific area we are talking about; but even that suggestion has not been accepted. In the case of one municipality there were lawyers present who haggled about compensation and tried to pin us down as to what we would pay for bits of land and so forth.

Q. Then I may assume that the end of this particular problem—in view of the ebb and flow of the discussion over the last nine years—if we are going to be asked to recommend an appropriation to enable the Federal District Commission to purchase more areas, or to carry on the kind of work it has been doing in these areas, we should insist very definitely on that condition being established at once, so that we are not going to be placed in the position of using the money of the Canadian people ad lib wherever these municipal

men want to take us; in other words, there should be a marked line of demarcation between the municipality, and the city of Ottawa and these other municipalities, so that this plan could be realized; and in that, of course, we shall naturally require the co-operation of the province of Ontario, at any rate in this area. I would judge that their attitude towards this problem would be just the same, almost, as has been expressed already in connection with another problem which requires co-operation so I think we should keep that principle very definitely in our minds when we are asked to approve the sum of money that we are going to set, and require some of the conditions under which we recommend that appropriation.—A. That is in fact what we asked, that we be given authority to purchase very comprehensive and extensive blocks of land because we felt that some of the money we are spending now is on an unsecure foundation, because if the limits of the city should be settled, the areas surrounding the report will soon be out of date, and all the money we pay into a fund like that will be inevitably spent, and we will have to repeat it all over again. So the first thing is to deal with the boundaries of the Greenbelt so we can know something definite, and then the local entity would be authorized to control the land within it.

By Mr. Weselak:

Q. On page 75 of your brief you say that in order to secure the growing national investment in the Greenbelt the commission should purchase a substantial amount of land. Couldn't the same thing be achieved by entering into restrictive agreements as to what they build and as to the use they make of that land?—A. We considered that and it looked last year as if it might be a solution, namely, that we buy a limited interest in the land. Suppose a man has a farm which is worth \$25,000 as a farm, but which is worth \$125,000 as a housing site or other project. We might buy for \$100,000 that part of it and maintain it as a farm. But we see now that the municipalities do not want to play on that basis. They want to make it selective. That came out of the meeting; that it would be at the choice of the land owner whether he entered into—and while a man who has a farm or a piece of property might sell it, the next fellow might refuse you, and we would have a patchwork quilt, and would be still no better off than the original idea, and there was some doubt as to the legality of it, and it would probably require legislation anyway to buy it.

Mr. RICHARD (*Ottawa East*): It all comes back to the old story which I brought up before; that we never had a plan which was approved by the counties involved. But there again, this Greenbelt report came out about nine years ago. Would you have any figures to show how much building had been done in the Greenbelt, and what was the type, and the value?

Mr. D. L. McDONALD: I have not the figures but I can indicate on the map roughly the area which within the last five years has become semi-urbanized within the Greenbelt area. Would that be satisfactory?

Mr. RICHARD (*Ottawa East*): Yes, something like that.

Mr. McDONALD: At Bells Corners in the west end there was originally a very small hamlet. But today that hamlet has expanded to roughly that area, and until recently it was being held for speculation. The same situation obtains along the Metcalfe Road just outside the city limits. Within the last five years that area, which was originally an area of about a dozen homes, has now spread, and I would say there are approximately at least 100 homes and probably 200 to 300 lots for sale, with an equal amount being designed and sub-divided at the present time.

To a lesser degree the same situation is occurring in Ramsayville and at Blackburn and also along all the highways entering this city. The Montreal highway at the east, and the Blackburn-Navan roads, Bank Street in the Leirtrim

area, the Prescott highway, the highway actually along the roads on both sides of the river, and the highways entering the city from the west, namely highway 15 and highway 17; that is only part of the picture within this area. There is in the south-western sector approximately at the present time upwards of from 1,000 to 1,500 acres being designed for sub-division.

There is some sub-division activity in this area between Bank Street and Uplands Airport; and there is sub-division activity and interest in the greater Ramsayville area and along the Montreal Road. It is very difficult to find out just how many acres, shall we say, are on the drawing board that have been acquired for sub-division and are presently being designed; but it would seem to be well over 2,000 acres which would mean from 8,000 to 10,000 homes.

Mr. RICHARD (*Ottawa East*): Has Mr. McDonald the idea that if the Federal District Commission were to negotiate and to try to purchase this land, it would be dealing with how many owners? Would it be thousands?

Mr. McDONALD: I think we would acquire those parts of these sub-divisions which have not actually been built upon. To acquire the sub-divisions which are now actually built up, would, I think, be too costly an approach. On the other hand it would be possible even now to restrict that development to certain areas. I think we will have to concede more hamlets than are shown.

Mr. RICHARD (*Ottawa East*): You will have to admit even at this time that if you were to acquire any of the free land it would still be a patchwork quilt and you would not have any uniform ownership of the Greenbelt. It would be mixed up. It would be a mixed up affair of small and large developments and individual developments of all types.

Mr. McDONALD: No. By and large it would be possible to get the great bulk of the Greenbelt at reasonable prices.

Mr. RICHARD (*Ottawa East*): Not close to the city, but at the extreme parts.

Mr. McDONALD: The built up area. The city is roughly on a line that will intersect the Greenbelt line. There is a tendency to skip into the Greenbelt area at the present time but it is quite possible to get the bulk of that area.

Senator CONNOLLY (*Ottawa West*): How many roads run into the city through the Greenbelt, roughly?

Mr. McDONALD: Well, each concession has a road on it. There will probably be from 60 to 70.

Senator CONNOLLY (*Ottawa West*): To follow up with a few questions on this; I understand that the recommendation from the commission is that some \$15 million to \$20 million should be spent for the acquisition of land for the purchase of the Greenbelt area. I take it from what Mr. McDonald has just said that you do not intend to take over all the parcels of land in the area, and that there are some which perhaps have been developed to the point where it would not be wise to take them. However, if the recommendation is approved by the committee, it means the expenditure of some \$15 million to \$20 million of federal moneys. Is the intention of the commission in acquiring that land to hold it for disposal under restrictive conditions?

Mr. McDONALD: Yes.

Senator CONNOLLY (*Ottawa West*): Has there been any attempt made to forecast what the return might be to the federal treasury if that procedure is carried out?

Mr. McDONALD: Only just a wild guess; no, we have no real figure.

Senator CONNOLLY (*Ottawa West*): Would you think that if that amount of money is invested that at least the original capital investment would be recovered?

Mr. McDONALD: I think over a considerable period over the years, it would; but it would certainly take a period of years to do it.

Mr. A. K. HAY: And in addition to the recommendation that we purchase on behalf of the government large tracts in the Greenbelt in order to control it, that would not be done without the municipalities in which those lands lie undertaking to do certain zoning. For example, there is a lot of marginal land which could not be built on, but which could be held out of circulation. In other words the municipalities would have to do something to implement this thing.

Senator CONNOLLY (*Ottawa West*): In addition to the purchasing, it would in turn have to zone.

Mr. HAY: That is right.

Senator CONNOLLY (*Ottawa West*): Following up the other question from the point of view of the municipalities, have you checked this land, and would it deprive them of any tax revenue from it?

Mr. HAY: I think we would have to handle the tax revenue the same as any other owner.

Senator CONNOLLY (*Ottawa West*): Would the Municipal Grants Act apply?

The WITNESS: I think it would apply, and I would be glad to see it.

By Senator Lambert:

Q. In the plan of the Federal District Commission as indicated in the map, is there any degree of certainty in connection with the boundaries or the perimeter of the Greenbelt area, or does it just represent anything at all? I know it embraces the areas in relation to the project.—A. There are more or less natural boundaries in this area, but that stops around Bells Corners, and we are letting it go around Bells Corners for development because we recognize that it is there and we cannot do anything about it.

Q. And the little areas in the general scheme—if you are going to have a municipal zoning, you would let them go?—A. Yes, and we are not proposing to buy new areas which are suitable for development.

Q. If you were going to make a definite recommendation for the province on what the Greenbelt area should be, what should constitute its line of demarkation? Have you anything definite along that line to recommend?—A. Nothing more than the sort of thing that if the principle were accepted we could be more specific about the bits and pieces that would be left within this thing.

Q. It seems to me that until you do get down to brass tacks in facing this thing, you are going to have the independent fellow going out and building wherever he likes, and making it more difficult for you all the time to establish what you are recommending now. In other words, if you want to have a buffer and naturally we are, by the way, dealing with the limits of the city of Ottawa, and with a Greenbelt or buffer, you must have something pretty definite in the way of a suggestion in the way of the line, indicating where you want it to be drawn. I do not see how you can get co-operation from Ontario or the municipalities unless you have something definite to propose.

By Senator Reid:

Q. Have the municipalities any planning by-laws and have representations been made to them and the answer given in the negative? I come from a municipality where you can hardly breathe now unless you have about ten permits in your pocket; otherwise you are nearly off the map. But if the municipality operates under some planning, it might give consideration to completing the matter. I wonder if they have that power and if they have

been contacted to see if they would agree?—A. Efforts have been made at all levels to try to establish this thing with them. We have had meetings with their councils, and we have had general meetings with them in the city, and we have not got anywhere up to the moment. I do not believe that there are any zoning plans outside the city. They have a municipal by-law concerning buildings; perhaps Mr. McDonald can speak with more information about it than I can.

Mr. McDONALD: At the present time the township of Nepean at the western end is contemplating a zoning bylaw for this area, that is from highway 17 to the Ottawa river, which is presently under study. It will make it all single family homes.

Senator REID: Would that help your scheme?

Mr. McDONALD: No, it would be the worst thing that could happen.

Miss AITKEN: How many acres are there in the Greenbelt?

Mr. McDONALD: There are approximately 38,000 acres on the Ontario side, and 30,000 on the Quebec side.

By Senator Connolly (Ottawa West):

Q. It seems to me that if your plan is to acquire land, and over a period of time to resell it, you would, until resale, be providing that the purchasers acquiring this land be subject to certain restrictive covenants in their deeds, and then those covenants would control the land uses which you propose in this brief?—A. Yes.

Q. If that is the case, have you not got entire control, so you do not need zoning bylaws from any of the municipalities concerned if you own the land?—A. There will be islands in which we do not have ownership.

Q. You would not need zoning bylaws from the municipalities or their co-operation so far as the land which you own along the Greenbelt, because that land can only be used in the way you propose it should be used.—A. That is as I see it.

Q. And the man who buys it for any other use will find that the covenants on restricted use are enforceable in the courts.—A. That is correct.

Q. There is another point I would like to tie down fairly clearly and it is this; there is a great deal of money in reference to this which has to come out of the federal treasury. You will have an original investment of some \$15 million to \$20 million to acquire land; consequently for the period of time you will hold it you will have to pay the interest on the money as a further charge; and thirdly, you will have to meet whatever contribution is made in the way of taxes under the Municipal Grants Act to the municipalities involved.—A. Yes.

Q. Is that a correct description of the cost of the item?—A. That is right. And I want to say that we are afraid to spend important sums of money based on municipal zoning or municipal bylaws because we feel that eventually they may slip out from under us and we would have spent the money and would have no control.

Q. While those are the three items of cost under the plan as you envisage it now, most of that money you hope to get back when you dispose of the land.—A. That is right.

By Mr. Harkness:

Q. Do I understand that you propose to dispose of most of this land, or do you propose to rent a good deal of it?—A. Either way we would have no objection to selling portions of it. But if it were done the first way we would want the federal government to spot the bits it might want for its own use;

and having provided for that we would sell it at a fair value with those restrictions tied to it. Some of it would be rented back just as we do now to the owners and the people on it. It would be quite a flexible sort of arrangement. Naturally we would want to be able to say what should happen to it.

By Senator Lambert:

Q. Your appropriation of \$25 million will expire next year. I understand that that amount over ten year period has been raised for the purchasing of such property.—A. We have used slightly more than \$14 million for the purchase of property, but it has not all come out of that sum. Some of that was prior; there was a \$3 million grant prior to that \$25 million; and we received something like \$30 million for that sort of thing, and we have spent a little over half of it for the purchase of land, some of it for highways, some for parkways, some for railway development and things of that sort.

Q. You are to get another \$25 million vote for the next ten years, and the amount would be related to the problem such as the Greenbelt area.—A. It would, but I suggest that ten years is too long a period to be left trying to purchase this land. You want to be able to do it quickly or you will always be following housing developments.

By Senator Connolly (Ottawa West):

Q. I suppose if you got the approval of the committee for this part of your project, you would be filing your plans and making your expropriations as quickly as you could?—A. That is right.

Q. And then you would deal with it in a normal way.

Senator LAMBERT: You would not do that without having a pretty clear understanding with the municipality.

The WITNESS: And with the Ontario government too.

By Mr. Caron:

Q. Has the approximate value of the land been established?—A. We are using the best figures we can get from purchasers and sales within the area. That is how we figure on this \$15 million to \$20 million; but the rate at which it is going up is astronomical!

Q. Have you any figures for that Greenbelt if you wanted to buy it?—A. We can give you the ranges in the rates.

Mr. McDONALD: With respect to Mr. Caron's question dealing with the cost of the Greenbelt—

Mr. CARON: Just for the acquisition of the land.

Mr. McDONALD: Last fall we felt that the range would be somewhere between \$200 and \$1000 an acre depending on the location, but I am afraid we are low now because there has been this very heavy speculation on this line, and it is making it very difficult to determine definitely, just what the price is until we are actually going out to do something about it, that is, exactly as to what the actual valuations are.

May I answer Senator Lambert's question about the boundary. The boundary has been thoroughly discussed with the municipality. The exact boundary would be one of the minor conditions in the agreement, and if the Greenbelt is built around the city, that is about the place it should be.

Senator LAMBERT: It would be discussed with both of the townships?

Mr. McDONALD: It has been discussed with both the townships.

Senator REID: Have you estimated the value of the land which might go to one of the people in that district when they know that the government is buying it? My experience has been that once the government purchases anything in the way of land, the people get to know about it and they double the price before you get there.

Mr. McDONALD: The property would be expropriated, and a stabilized value would be placed on it at the date of expropriation.

Mr. MANG: I have been a bit puzzled about the boundaries as delineated on that map. I gathered from what you have said that you have been in touch with the municipalities and this line which we now see before us, this line of demarkation of the Green Belt, is a result of these tentative negotiations.

Mr. McDONALD: It is certainly reasonably exact. There will be adjustments where the boundary happens to cut through the property of one owner. There will be adjustments on one side or the other, but with a few exceptions it is pretty stable.

By Senator Lambert:

Q. You say the commission is doubtful of the Green Belt established under local municipal bylaws. What do you mean by that? Is that on account of the experience you have had in dealing with these municipalities so far?—A. That is because of the fact I mentioned, that a bylaw can be changed. We could spend a lot of money and we do not want the ground cut from under our feet afterwards.

Q. I agree with that.

By Senator Cameron:

Q. Am I correct in assuming that, because this discussion has been going on for nine years without getting anything pinned down, the commission is not too hopeful that you can get appropriate legislation to acquire the Green Belt as a result of getting the various interested agencies together?—A. We believe that in another nine years we will be in exactly the same position as now, only that it will be much worse. Our idea is to determine the value on the day of expropriation.

By Mr. Caron:

Q. Is it the intention of the commission to proceed in the same way on the Quebec side for the expropriation of the Green Belt?—A. We must treat both sides of the river the same way. Actually, in Quebec the Green Belt lies to a great extent in land already purchased. We have purchased a lot of land. You might show our land purchases there, Mr. McDonald. It takes in also Gatineau Park. This Greenbelt question is not nearly so serious on the Quebec side. We would want the right to expropriate, because you cannot leave out little pieces.

Q. Most of the land on the Quebec side is forest land?—A. It is not nearly as high in value and there are no developments there. The critical side is the Ontario side of the river. One of the troubles is that in these housing developments, just outside the boundary of the city, and outside the sewage and water serviced areas in the Gare and Storrie report, they are getting water from wells in most instances and using sewage disposal beds to get rid of sewage. That is all right as long as the lots are big and the density of population is kept low, but unfortunately we do not see how they can possibly avoid contamination of the water. Then the next cry is to have the city water and sewerage. That is not provided for in the planning, and it will have to be provided for, and then it is going to cost more than these things are worth. Someone will have to pay for it and it will be a problem for the federal government to deal with.

By Senator Connolly (Ottawa West):

Q. You are advocating purchase of this land because of the fact that it lies in two municipalities and if you do not acquire it the reason you cannot restrict the use is that you have not got the control. This is not a question of advocating anything. I just want it on the record and I think we all do for information. If this area were the federal district and if you were in charge and if it was not under municipal control then these proposals, I take it, would not be required. You would have the bylaws and they would be effective in your area?—A. Quite.

By Mr. Richard (Ottawa East):

Q. I was going to put that question. I want to make it more plain. Mr. Kennedy said a few minutes ago he did not think I should press any further request to the Ontario Municipal Board or the Ottawa Area Planning Board for approval of a plan which would zone that district for the future. I want to make it clear. Is that what you said?—A. Our belief is that it will be too time-consuming to get anything of that sort. If we thought we would get agreement, we would be constrained to go ahead, but from the dealings we have had up to date we do not believe we can get sufficient agreement from the municipalities that the Ontario government would act, because it is and will continue to be a very contentious subject. Therefore, we feel that the money we are spending now will, to some extent, be lost because of the fact there is nothing going on there and we do not think delay is going to help it a bit.

Q. There is my second point. There is no doubt that if you do acquire that much property in the Green Belt you will also have to assume the cost in due time, since you will be turning land over and providing services.—A. No, no.

Q. If you are going to zone the place— —A. The idea will be that we will not create communities which require sewerage and water mains. These places will be functioning on wells and disposal beds, as many communities in England and so on do at present.

By Senator Connolly (Ottawa West):

Q. Even hospitals?—A. They can have their own sewage disposal treatment in bigger buildings. That is done. For instance, in Carleton Heights they have their own sewage disposal plant and can take effluent from the plant and put it in the Rideau River. After treatment it becomes perfectly clear water.

Senator LAMBERT: It is a question whether that Green Belt might not be transformed into an inhabited area.

By Senator Reid:

Q. That belt of property would have people there who would look to the government and the F.D.C. for everything they wanted. I may be wrong but we have heard it even in British Columbia. They will say the F.D.C. is the government which has acquired the belt and then they will look for everything—water, schools and everything else.—A. It should be pointed out also that inside the Green Belt, according to our calculations, there is room for some 600,000 people. We have less than half that number. Inside that Green Belt, they are supposed to look after the increase in the population, which will continue up to the year 2000 and then they should limit it. It is pretty hard to get it through and develop it. Incidentally, it is the poor folks who are buying these places in the Greenbelt who will be the sufferers, the men who can least afford it.

Q. You think the station will be moved by that time?—A. I cannot be drawn out on that.

By Mr. Richard (Ottawa East):

Q. I suppose that that would mean going into the land business. Have you any idea how you would proceed? Would it be the same price for everyone or auction sale?—A. We would need an appraisal board, with people on it who could value rural areas and so on, just as we do on appraisals in the city. If there is anything contentious we rarely purchase the property without having three appraisals. We could have appraisals based on the work of a number of appraisal boards, which would go around and consult with local people, using recent sales within the area to establish values for the properties, studying physical conditions and so on.

Q. You must admit that if you acquire that much property you would be in the real estate business in a big way and have to increase your services?—A. Yes.

Q. I have another point. I think I made it clear. You intend this time to go into the expropriation business in a big way. I have criticized the board doing it on a small way but this is big business. I would like you to go back to the question I put before you, at the beginning of these meetings. I would like to know how far your officers, or legal officers of the Department of Justice, have gone into this whole question of the power of the F.D.C. to expropriate land for this purpose and in regard to the right of the government of Canada to delegate expropriation powers under the Expropriation Act.—A. The Department of Justice believe we have the right. As I say, that right has been challenged in Quebec. I believe we have the right to carry out this sort of purchase by the Expropriation Act.

Q. I suggested the other day it would be a good thing to have a test case. The next point is this. Have you made, as a result of what you and your officers have found from the courts, from these expropriation proceedings, any recommendation that the Expropriation Act should be amended to suit the purpose for which it is being used now? To put it bluntly, as the members of the committee know, the Expropriation Act was enacted for the purpose of allowing the crown to take such property as were needed for public use—public use in those days meaning wars, defence buildings, post offices and so on. It was never intended to be devoted to the purchase of land for parks or simply to embellish certain areas. Therefore, the giving of compensation under the Exchequer Court Act and the Expropriation Act was limited to certain factors and the courts have had difficulty in allowing something to the owner which would be true compensation to the owner in the moral sense if not in the legal sense—in the equitable sense, I would say. I wonder if the state or the Department of Justice have any suggestions to make in regard to whether, instead of the delegation of straight powers under the Expropriation Act, there should be amended powers which would allow the court to look at compensation in a more equitable manner. For example, in the case of the private owner, there is never compensation for removal, except the 5 per cent interest, which is as old as the English courts. Nothing is given for being moved to a similar location, such as in the case of industry. Everyone will admit the compensation is not very true and equitable in the case of private owners under the Expropriation Act. If you are going to use the Expropriation Act to take over so much land which will not be put to use immediately and which, on account of its being taken over, will deprive the municipalities for many years to come of anything like the taxation revenue they would have had otherwise, it would be a good thing to recommend at the same time, if this recommendation goes through, that the government should look into the amending of the Expropriation Act and the Exchequer Court Act to allow a different type of compensation to be given to owners.—A. It is one of the distressing things one has to do, to expropriate property. We do not like it and sometimes we are worried about

it, but there it is. We cannot give anything for sentimental value and that is the trouble. People have lived all their lives in a certain area and their ancestors have lived there before them and they do not like to be pushed off the land. We sympathize with them but if we are going to carry out the scheme something of this sort must be done. We feel that powers of this kind are necessary. The legislation will be overhauled and we are hoping you will consider the possibility of providing for us, without doubt, this right to expropriate for this and such purposes. Certainly we would have no objection to making the terms a little wider but our expropriations under the F.D.C. are different from the Department of Public Works in that we have to bargain. We cannot say "Your land is expropriated". We have to make an offer and have a refusal before we can go ahead with expropriation proceedings. We must carry the procedure out. To that extent our power is different from that of the Department of Public Works. We have never tried to work out with the Department of Justice the type of legislation which would be more equitable. We realize sometimes that in the case of the man who is willing to live in poorer accommodation, probably the market value of his house would be only \$7,000 or \$5,000 and we will pay him \$5,000 plus 10 per cent for forcibly taking of his property. But he, in order to get accommodation he requires, may have to spend \$7,000 or \$8,000. We have no way of bridging that gap, and I do not know whether it would be wise that we should be given a way.

By Mr. Caron:

Q. Do you intend to suggest a change in the law to permit you to do that?—A. I do not think it is our job to do that. That is a job for the government of the country.

By Mr. Richard (Ottawa East):

Q. I would much prefer if you could slap an expropriation value on the land without bargaining, provided the Expropriation Act would allow you proper organization to bargain with the people before expropriating it.—A. We would like to have that authority and have it placed beyond doubt that we have the right to do that. Furthermore, I do not think it is our place to say just how the Expropriation Act should be changed. That is beyond us.

By Mr. Caron:

Q. You can always state the difficulties you have met?—A. We can state the troubles we have.

By Mr. Richard (Ottawa East):

Q. Sometimes people have held to properties for many years and have held them for a certain purpose. They are intelligent people—everyone is intelligent today—and when they arrive at 40 or 45 years of age they are able to foresee the growth of the city and see it just as well as the F.D.C. They do not hold the land for sentimental value but because they know the land is going to double its value in the next 5 or 6 years. That is going to be taken from them, at the moment when they are going to benefit from something which they have held for 30 years. It is not held for sentimental value. This means taking that person's profit out of an investment. It is just like a man who has taken an investment in steel shares and who has taken them at \$10 a share. Then you come along to him and take them away from him and give him \$15 and the next year the shares go up to \$100. It is a question of equity. When I was at law school I learned that the greatest branch in the English law was the equity side. I hold strongly to that side. I am not going to mention the Quebec side. Although nothing officially came out of Quebec there is still the other point as to whether

the federal government can take over property in this way by the Expropriation Act and whether it does not infringe on civil rights, which are the right of the province. However, that is something for greater lawyers than myself.

Senator LAMBERT: The question of expropriation here is very interesting. Matters of constitutional authorities and opinion on the subject can be left pretty well to the government or to the ministerial department to which you are responsible. As to whether to amend the law under which the authority could expropriate land for its use, I think it is something on which there would be sharp difference of opinion. As opposed to my friend here who has just expressed a point of view which I think is perfectly logical and natural from the point of view of the interest he represents here, there have been test cases before the Supreme Court of Ontario on this very subject. One of them happened to relate to the power of expropriating in the case of Quebec for the building of a railway from Ontario through to Quebec and that is quoted as a precedent for any other power of expropriation. I was interested enough to inquire from a responsible law officer of the crown and he immediately quoted that case. I think that is secondary to our inquiries.

Mr. RICHARD (*Ottawa East*): There is a difference between a railway running between two provinces and one which is wholly within one province.

Senator LAMBERT: It involves expropriation of land for federal purposes. We who are on this committee could do the same thing elsewhere but I do not think this committee can decide it one way or another. If, after receiving the necessary funds, they wanted to do so under regulations, there is the responsible minister to settle this matter and I have no doubt they will try to do it through the test case or in some other way. However, I do not think we should waste out time here discussing the pros and cons of such a thing, if it were submitted to the courts.

Mr. RICHARD (*Ottawa East*): The problem is not raised on account of any particular interest I have, because there is no more land to be expropriated in East Ottawa. Any large portions which could be taken have been taken. It is more a case of obtaining the good will of the public in order to be sure that when we spend \$25 million or \$30 million—and it may cost \$35 million yet—we do it in such a way that the public will feel that everything is being done the right way and no one is being hurt, especially by the government, in these deals. I have only one suggestion to make to the witness and I think he will agree with me, that if we are going into this business he will need a large staff of his own, competent men to do their own valuation so that it would be uniform business and under the control of the commission, rather than in the manner in which things have been done in the past, by taking one real estate man from one place and taking other advice from outside. I think this should be a uniform business, done by the staff of the commission, if possible.

The WITNESS: I think it will be of sufficient magnitude that we could set up a land branch to deal with it.

Mr. ROBICHAUD: It is stated on page 60 that up to 1958 over \$14 million will have been used for the land being taken. Could Mr. Kennedy tell us approximately what proportion will have been spent in the Quebec area for land buying and what portion in Ontario?

Mr. COUTURE: We say \$14 million in the brief, but that carries us to March 31, 1958. To December 31, 1955, according to a schedule which I have here, it is shown that we have spent in Gatineau Park \$2,700,000 and in Hull or environs, we have spent \$856,000. Therefore roughly \$3½ million out of about \$12 million would have been spent in the Hull area to December 31, 1955.

The WITNESS: I might just ask would that not probably include the water-front park here by Woods Limited?

Mr. COUTURE: They are included.

The WITNESS: There will be a very considerable sum for expropriation by public works for lands and forests.

By Mr. Robichaud:

Q. It is not included in this total?—A. No.

The Presiding CHAIRMAN: Before we adjourn, I might mention that tomorrow afternoon you will have a copy of the minutes of last Thursday and last Friday before the meeting. We meet tomorrow afternoon at 3.30.

—The committee adjourned.

April 25, 1956

3.30 p.m.

The PRESIDING CHAIRMAN: Gentlemen, we have a quorum. First I would like to report that we have sent letters addressed to both the premiers of Ontario and Quebec regarding the pollution on the Ottawa river. I will read the letter addressed to the Hon. Leslie M. Frost, Premier of Ontario:

Ottawa, April 24, 1956.

My dear Premier:

At a recent meeting of our joint parliamentary committee on the Federal District Commission, there was an extended discussion of the problem of the pollution of the Ottawa river. Several members expressed the view that this was a problem which has become more and more serious for a considerable number of years. The committee feels that an adequate solution would depend on the co-operation of the provinces of Ontario and Quebec.

The members of the joint committee have requested that I write to you extending an invitation to send representatives of your Department of Health, and such others as you might wish to designate, to appear before the committee so that we might discuss together possible remedies of this serious situation. The committee would appreciate knowing as soon as possible whether you will send representatives and on what dates it would be convenient for them to appear.

I am sending a similar letter to Premier Duplessis.

Yours sincerely,

ARMAND DUMAS, M.P.

Chairman,

Joint Committee on the Federal District Commission.

A similar letter has been addressed to the Hon. M. L. Duplessis, Premier of the province of Quebec, in French, as follows:

OTTAWA, le 24 avril 1956.

L'honorable M.-L. Duplessis,
Premier ministre de la province de Québec,
Hôtel du Gouvernement,
Québec, P.Q.

Mon cher Premier ministre,

Lors d'une récente réunion de notre Comité mixte de la Commission du district fédéral, on a délibéré longuement sur le problème de la pollution des eaux de la rivière Ottawa. Plusieurs membres ont exprimé l'avis que ce problème s'était aggravé de façon alarmante depuis plusieurs années. Le Comité estime qu'une solution adéquate pourrait être obtenue grâce à la collaboration des provinces d'Ontario et de Québec.

Les membres du Comité mixte m'ont prié de vous écrire pour vous inviter à envoyer des représentants de votre ministère de la Santé, et les autres personnes qu'il vous plaira de désigner, afin de comparaître devant le Comité et nous aider à trouver les remèdes possibles à cette grave situation. Le Comité vous saurait gré de nous faire connaître le plus tôt possible si vous enverrez des représentants, et de nous indiquer les dates où il leur serait loisible de comparaître.

J'adresse une lettre analogue à l'Honorable Frost, Premier ministre d'Ontario.

Veuillez agréer, monsieur le Premier ministre, l'expression de ma haute considération.

Le Président,
Comité mixte de la Commission du district fédéral,
ARMAND DUMAS, député.

Senator DESSUREAULT: Have you had a reply from Mr. Duplessis?

The PRESIDING CHAIRMAN: Not yet. The letters were only sent out yesterday.

Since then I have been informed that Premier Frost has stated that he will delegate Dr. Berry of the Department of Health of the province of Ontario. We are hopeful that we will receive a letter from Quebec in answer to our letter in the very near future.

During the course of the two meetings which were held yesterday, we reviewed that part of the brief of the Federal District Commission from pages 49 to 77. We have also completed that part of section 3 which was left over from the previous meeting, and we have studied the whole of section 4 and part of section 5. A very useful discussion took place on the following items: Information program, revisions to the master plan, land acquisition, and the Greenbelt. Additional information and more detailed figures were requested by the members of the committee concerning the "rate of growth tables" appearing at the bottom of page 51.

During the course of the meeting yesterday morning, additional information was requested by certain members of the committee concerning the rate of growth table appearing at the bottom of page 51, and also on parks. These were questions asked by Senator Connolly (*Ottawa West*) and Mr. Coldwell,

respecting the city of Ottawa owned lands developed as parks by the Federal District Commission. There were other questions asked by Senator Lambert, Mr. Caron and Mr. Richard (*Ottawa East*).

I will ask the chairman of the Federal District Commission to read this additional information.

Major General Howard Kennedy, M.C., C.B.E., M.E.I.C., F.E., chairman, the Federal District Commission, called.

The WITNESS: I will take these in the order in which they appear here:

The Chairman,

The following are answers to questions asked by Senator J. J. Connolly and Mr. M. J. Coldwell, M.P., respecting City of Ottawa owned lands developed as parks by the Federal District Commission:

1. The area of City owned lands leased to and maintained by the Federal District Commission for parks is 128.5 acres.
2. The annual cost to the Federal District Commission of maintaining these park lands amounts to approximately \$57,000.
3. The area of City owned lands maintained as parks by the City is approximately 7.5 acres.
4. The annual cost to the City of maintaining these park lands in 1955 was about \$17,750.
5. The first agreement with the City of Ottawa to lease lands for parks was entered into by the Ottawa Improvement Commission—fore-runner of the Federal District Commission—in 1904 and renewed from time to time since. The last agreement, for an eighteen year period, was dated 1952 and expires in 1970.

These answers relate to component parts of the park system in the National Capital which is now paid for by the City of Ottawa to the extent indicated in the subjoined statement.

To clarify the situation regarding the park and driveway system for the national Capital (City of Ottawa) in relation to the Federal Government, the City of Ottawa and the Federal District Commission, the following particulars are listed:

The City of Ottawa never had and does not now (except in a very minor way) have a park system of its own. The park and driveway system initiated by the Ottawa Improvement Commission in the early 1900's added to in the following years, and completed in the 1930's, which is so well known to all Ottawans and visitors, is in reality the park system of the City of Ottawa. Since the enactment of the Municipal Grants Act in 1950 the Dominion Government has charged, and collected from, the City of Ottawa (by deduction from the annual grant in lieu of taxes) the annual cost of a park system furnished by the Federal District Commission and its predecessor the Ottawa Improvement Commission.

The cost to the City for 1955 will be \$302,527. The amount of the deduction has been arrived at by the Department of Finance following studies made of the cost of park systems in three Canadian cities, more or less comparable in size to Ottawa—namely, Hamilton, Winnipeg, and Halifax.

Reference to Sesction 2(a) Page 7 of the Brief of the Federal District Commission indicates the fiscal relations between the Federal Government and the City of Ottawa in the early days arising out of the location of the National Capital in the latter and the non-payment of taxes by the Federal Crown.

The Ottawa Improvement Commission was set up to improve the National Capital (the City of Ottawa) by building parks, drives, bridges, etc. A park system was therefore supplied to the City at no cost to it. Also the Federal Government assumed other financial obligations which were of material assistance to Ottawa. Annual grants to the Commission were increased from time to time. Then in 1909 in addition to the work of the Commission and to other assumed obligations, the Government undertook to pay grants in lieu of taxes which finally culminated under the Municipal Grants Act in grants being made that were for practically full loss of taxes. Upon reaching this stage the Federal Government considered the City of Ottawa should pay for a park system that a city of its size would ordinarily provide.

The deductions made by the Government from the grants to the City of Ottawa have not been remitted to the Federal District Commission notwithstanding they resulted in the main from expenditures made from the Commissioner's appropriations. The Commission proposes to make appropriate representations to the Government looking to the securing of the deductions.

The deductions made represent annual maintenance costs only and do not include any return of capital expenditure by the Commission. Those are the answers.

By Mr. Richard (Ottawa East):

Q. If I understood you correctly, the only cost to the city is a deduction from the municipal grant, which grant amounts to about \$3 million?—A. \$302,527.

Q. That is remitted to the Federal District Commission?—A. No. We pay for the expenses, but we do receive this deduction in return.

Q. You have spent more than \$302,000 on those parks?—A. Those are the ones within the city.

Mr. HALDANE R. CRAM (Assistant General Manager): In 1954-1955 we expended a little over \$700,000 for our park system which has been developed in the city of Ottawa and that amount includes parks and the driveway system; although of that amount, the city of Ottawa is paying by this deduction, \$302,000, for a park system the size which Ottawa ordinarily would have been expected to develop themselves. That is really the situation.

The WITNESS: I think the question is whether we spent more than \$302,000 on the parks as such. Is that your question?

Mr. RICHARD (Ottawa East): That is right.

By Senator Reid:

Q. To get it clear, does that money from the city, \$302,000, go to the Federal District Commission or does it go to the government?—A. It goes to the government.

By Mr. Richard (Ottawa East):

Q. It is a deduction from the municipal grant, if I understand it right. Is that right?—A. Yes.

By Senator Reid:

Q. Let us get it clear and see what it really means. I thought it was a contribution and an expense but Mr. Richard says it is a statutory grant?—A. We are paying that sum of \$700,000 for parks, driveways and so on within the city.

Mr. CRAM: For a park system of about 700 acres.

The WITNESS: That is probably greater than what would be found in a normal city of this size. Therefore, the adjustment is made by the treasury people on the basis of \$302,000 for the sort of park system they should maintain on their own. That is deducted from the municipal grant, but while it is deducted from the municipal grant and the expenses are paid out of Federal District Commission funds, the money deducted is not returned to us, but is left with the treasury.

Mr. CRAM: In other words, in considering the aspect of the national capital superimposed on the city of Ottawa, the dominion government considers it should develop a larger system than the city of Ottawa normally would be expected to develop and for the size of the system for a city like Ottawa is considered to be, on the basis of the studies made by the Department of Finance, approximately \$300,000.

By Mr. Gour (Russell):

Q. It is true, it is in the newspapers, that the federal government paid so much subsidies for Ottawa. Did they pay that amount of \$300,000 or is there a deduction made? Most of the representatives of the city of Ottawa claim that we do not give enough, that the government does not pay full taxes but if we pay \$300,000 on something and \$300,000 on something else, at least it will be a big amount, more than what they said they received from the government.—A. As I understand it, the total municipal grant, as calculated, is of the order of \$2 $\frac{3}{4}$ million and from that will be deducted a sum such as this, wherever the government has a counter-claim.

Senator REID: Would it be true to say that the taxpayers of Ottawa are paying \$302,000 in 1954-55 and the government through general taxation pays the balance, \$390,573, bringing it up to the total amount of \$700,000 for the year, spent by the federal government?

Mr. CRAM: That is correct.

The WITNESS: Probably that should be qualified to this extent, that that was not paid by the people of the city of Ottawa; that \$390,573 is paid by the people of Canada and not deducted from the grant the city will get, an *ex gratia* payment, if you put it like that.

Senator CONNOLLY (*Ottawa West*): I am having a little trouble with the figures. I got some figures from the municipal grants division of the Department of Finance giving a calculation of the grants of the city of Ottawa for 1955. Without going over the entire table, what they report is as follows. The gross grant to Ottawa is \$3,253,631. Then they deduct service deductions, as they describe them: parks, \$187,900; arterial roads, \$73,700; police protection in certain areas, \$98,741; fire protection \$17,116; fire prevention bureau \$4,685; sewage \$8,363; primary schooling, \$128,780. That makes a total deduction of \$519,285. They therefore calculate the net grant to be \$2,734,346. Those figures are a bit at variance with the figures we have. Is there some adjustment?

Mr. CRAM: The figures I gave are only with respect to the cost of the park system that Ottawa should be paying for itself. For instance, the \$187,900 which Senator Connolly mentioned is correct. That is the deduction for parks. Then there is a deduction of \$73,700 for the use of our driveway

system for traffic facilities. Then there is a deduction for the traffic control by the Royal Canadian Mounted Police, amounting to \$40,927. Those three items total \$302,527.

Senator CONNOLLY (*Ottawa West*): That is what I want. Thank you very much.

By Mr. Richard (Ottawa East):

Q. When we are speaking about contributions, I suppose it has been said or will be said that in addition to that the federal government pays all of its water charges and also — which is not too well known — it pays some \$80,000 for garbage, sanitation, or whatever you call it. That is a separate amount paid direct to the city. Is that right?—A. That is as I understand it. I should say that the figure of the municipal grant we had at the time this report was prepared showed \$2 $\frac{3}{4}$ million. I think that Senator Connolly's figures probably are later ones.

Senator CONNOLLY (*Ottawa West*): It is only in the reconciliation of these items I was interested. Thank you very much.

The PRESIDING CHAIRMAN: We will take the next item.

The WITNESS: The next item is the question asked by Mr. Richard as to the area of Lansdowne Park held by the crown. The answer is 15.7 acres. We have a plan here showing it. That is under the control of the Department of Transport.

The second question, asked by Mr. Coldwell, relates to the area of playgrounds operated by the city of Ottawa. The answer is 224.5 acres and the cost to Ottawa to operate the recreational activities in 1955 is reported to us as \$409,000. That is mainly for playground items.

Next, there is the question by Senator Lambert who asked for a breakdown of the gross assessments of Ottawa and Hull, as indicated on page 51 of the Federal District Commission brief. The figures are as follows:

1945

Taxable Assessment

City of Ottawa	\$166,557,732
City of Hull	22,336,672

Assessment on Exempt Properties

City of Ottawa	109,418,838
City of Hull	13,524,829

1955

Taxable Assessment

City of Ottawa	\$357,129,306
City of Hull	43,802,555

Assessment on Exempt Properties

City of Ottawa	182,483,558
City of Hull	21,708,795

The next question was asked by Mr. Caron, and it was for the breakdown of the motor vehicle registrations in Ottawa and Hull. The answer reads as follows:

1945

City of Ottawa — passenger vehicles	18,573
commercial vehicles	2,959
City of Hull — autobuses, motorcycles, pleasure cars	
and taxis	1,688
trucks and trailers	356

1955

City of Ottawa — passenger vehicles	58,083
commercial vehicles	11,672
City of Hull — (total)	11,360*

*(The breakdown of this figure is not yet available.)

3. Question asked by Senator T. Reid

1945

Federal holdings	3,477 acres
F.D.C. holdings other than Gatineau Park	700 acres

1955

Federal holdings	8,660 acres
F.D.C. holdings other than Gatineau Park	5,651 acres

By Mr. Richard (Ottawa East):

Q. Have you got the assessed value of the holdings in the city of Ottawa, federal and Federal District Commission?—A. I presume we could get that.

By Mr. McIlraith:

Q. With respect to those holdings, would not part of that increase be due to the change of boundaries in the city?—A. Perhaps Mr. McDonald might answer that question.

Mr. D. L. McDONALD (Director of Planning): No. The same area was considered in both statements, irrespective of municipal boundaries.

Mr. McILRAITH: Thank you.

The PRESIDING CHAIRMAN: We shall now proceed to section 5 (b) (Pollution of the Ottawa river) at page 78 of the brief. In view of the fact however there will be quite a lengthy discussion on this question, and also for the reason that we shall be having Dr. Berry here, and probably a representative of the government of the province of Quebec, perhaps the General might read this section and we could keep our questioning to a minimum for the time being. However, it is for the committee to decide on that.

The WITNESS: Why not defer the reading?

The PRESIDING CHAIRMAN: I think we shall have the reading at this time for the report. However, on second thought we may be able to take this section as read so that it will appear in proper sequence in the minutes and defer all questions on it until after we have heard Dr. Berry.

Senator REID: Will the doctor speak now?

The PRESIDING CHAIRMAN: You mean Dr. Berry?

Senator REID: Yes.

The PRESIDING CHAIRMAN: No, later; probably in ten days.

The WITNESS:

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SECTION 5 (b)

Pollution of the Ottawa River

The Federal District Commission has no control over pollution of the Ottawa River, but has prepared the following summary of the subject, insofar as it has come to the Commission's attention.

The Joint Committee of the Senate and the House of Commons appointed in 1944 to review and report upon the relations between the

Federal Government and the City of Ottawa, devoted considerable attention at its fifth and sixth sessions, on July 19 and 20 of that year, to the matter of the dumping of raw sewage into the Ottawa River and the need for a sewage disposal plant for the Capital.

The final report of the Joint Committee of August 1, 1944, in listing certain items to be considered against claims made by Ottawa for a large increase in the grant in lieu of taxes, had this to say regarding sewage disposal for Ottawa:

That great need exists for an improved modern system of sewage and garbage disposal, both from the point of view of the interests of the Municipality and the Federal Government. Very little attention has been given to this subject which, in the light of possible future developments, will require joint action on the part of the Government and the City in the planning and financing of that project.

At the inaugural meeting of the National Capital Planning Committee October, 1946, the subject of the pollution of the Ottawa River was raised and the following Minute was recorded:

Sewage Disposal

Mr. Cruikshank drew to the attention of the Committee the need that existed for a study to be made of sewage disposal by the municipalities adjoining the Ottawa River, particularly in the National Capital District, which municipalities are at present discharging raw sewage into its waters and causing a high degree of pollution.

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The subject was discussed at some length and it was the feeling of the Committee that proposals for the consideration by the Committee of sewage disposals schemes, in their relation to the Master Plan, should be technically studied and planned by the municipalities concerned before being presented to the Committee.

Early in 1947 the National Capital Planning Committee asked Ottawa, Ontario, and Aylmer, Deschenes, Hull, Gatineau Point and Gatineau, Quebec, to make studies to the end that necessary sites for sewage disposal plants might be selected as an assistance in the preparation of the Master Plan for the National Capital District. The City of Ottawa is the only municipality to secure a site, acquiring one in the Green's Creek area in 1951.

The Gore and Storrie Report of 1949, made at the request and joint cost of the Federal District Commission, the City of Ottawa and the adjoining Ontario municipalities, on water supply and sewage disposal for Ottawa and related areas in Ontario, estimated the cost of the necessary interceptor and outfall sewer and sewage treatment plant as approximately \$12,000,000. At present day costs this figure might well approach \$18,000,000. To take care of the sewage from the five municipalities on the Quebec side a like sum might be needed.

The Federal District Commission in March 1954 asked the Cities of Ottawa and Hull to take up with their respective Departments of Health the problem of the pollution of the Ottawa River, particularly with respect to the National Capital. It was suggested that the provincial health departments should arrange for the technical officers of all municipalities on both sides of the river to meet and confer with the engineers of the Federal District Commission.

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In July 1954, under the joint chairmanship of the Chief Sanitary Engineers for Ontario and Quebec, representatives of a large number of the municipalities on both sides of the river from Mattawa to Hawkesbury met in Ottawa and fully discussed the subject of Ottawa River pollution.

Following this, surveys and recommendations as to remedial action were to be made by provincial organizations.

A report on the problem by Lucien Piché, Ph.D., University of Montreal dated October, 1954, was made to the Anti-Pollution League of Quebec.

A report is under preparation by Dr. A. E. Berry of the Pollution Control Board of Ontario.

The Federal District Commission in 1951 assisted the City of Ottawa financially in the acquisition of some 320 acres to the east of Ottawa for the site for a future sewage disposal plant.

The site is expected to cost \$200,000 when expropriation proceedings are completed. The Commission considered that this land acquisition qualified for financial assistance under the National Capital Fund and agreed to assume the carrying charges on the debenture issues for a 12 year period, the period for which the purchase was considered to be in advance of need. The City represented that it had been compelled to acquire this site, selected by Gore and Storrie, and concurred in by Mr. Gréber, long in advance of actual need in order to protect it from housing development projects.

The total contribution by the Federal District Commission for the site will be \$98,400 approximately, assuming that the actual cost will be \$200,000.

The PRESIDING CHAIRMAN: Now, section 5 (c) "Mosquito Control in the Metropolitan Area of the National Capital." That is at page 81 of the brief.

The WITNESS:

(Page 81)

SECTION 5(c)

Mosquito Control in the
Metropolitan Area of the National Capital

In 1927 the Mosquito Control Committee of the Ottawa District was organized. Official representatives were appointed by the City of Ottawa, Village of Gatineau Point, Village of Rockcliffe Park, and the Federal District Commission, and operations were planned with the assistance of the Director of Entomology of the Federal Department of Agriculture, and with the concurrence of the Quebec Provincial Department of Health.

The budget of the Committee in 1928, the second year of its operation, was approximately \$3,300. The receipts included contributions from the following:

Federal District Commission	\$1,000
Ottawa	500
Department of Health, Quebec	400
Gatineau Point	100
Rockcliffe	100
Gloucester Township	50
	<hr/>
	\$2,150

With these limited funds the work consisted, largely, of oiling water and swamp areas.

In 1929 the budget was increased to approximately \$4,700 with the following contributions being received:

Federal District Commission	\$1,000
Ottawa	500
Canadian International Paper Co.	500
Department of Health, Quebec	400
Department National Defence (oil)	266
Rockcliffe	200
Eastview	100
Gloucester	50
	<hr/>
	\$3,016
	<hr/>

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These control activities were abandoned after three years' operations, after the Committee found it impossible to collect sufficient funds to permit the work to be properly carried out.

In 1934 the Commission agreed, upon the request of the City of Ottawa, to assume direction of the control work, with funds contributed by Ottawa, Rockcliffe and itself, amounting to \$2,400. It was hoped that additional money would be received from other municipalities and bodies. These hopes did not materialize.

The Commission made up the balance of the cost and carried on the work contributing about \$3,500 annually for many years. The cost of materials and labour increased substantially. In 1954 the budget for the control work reached \$11,353 of which Ottawa paid \$2,000, Rockcliffe \$1,000 and Carleton County \$100. The Federal District Commission absorbed the balance—\$8,253.

Feeling that it had been bearing a disproportionate share of the costs, and having been unable to obtain what it believed was reasonable financial support from all the municipalities in the district, the Commission in 1955 decided that, in view of the fact that mosquito control is properly a municipal responsibility, it would terminate the existing arrangements as of March 31, 1956. The Cities of Ottawa and Hull were so notified in August of 1955, and the Commission at the same time recommended that they communicate with the other municipalities concerned with a view to establishing an adequately financed inter-municipal mosquito control organization. The Commission offered to provide technical advice if desired.

The Cities of Ottawa and Hull have undertaken to call meetings of all the municipalities affected to discuss future plans.

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The following is the financial statement of mosquito control operations since the Commission assumed direction of the work in 1934:

	Contributions from 1934 to 1955 inc.	Percentage of total (app.)
Federal District Commission	\$83,393.45	57%
City of Ottawa	40,500.00	28%
Village of Rockcliffe Park ..	19,900.00	13.6%
County of Carleton	1,825.00	1.3%
Town of Gatineau	600.00	.04%
Township of Nepean	250.00	.016%
Town of Eastview	150.00	.01%
Township of Gloucester	100.00	.006%

Note: Gatineau Point, Que., contributed relief labour in 1934, 1935 and 1936 and the Townships of Gloucester and Nepean, Ont., in 1938 and 1939.

The PRESIDING CHAIRMAN: Are there any questions on this section?

By Mr. Richard (Ottawa East):

Q. I wonder if the witness could comment on this point: do you think that the type of mosquito which we have in this district is more virulent, as Mayor Whitton has said, because they breed in Brewery Creek on the other side of the river and get loaded there before they come over?—A. It could be. I would not want to challenge a considered statement from Her Worship, of that sort!

By Senator Reid:

Q. Have you noticed any diminution in the mosquitos since the control?—A. Oh yes; there is no question that there are less mosquitos around the portions of the city I have last lived in since control operations were carried on. I live in Rockcliffe and actually there is no question that there is an easing of the mosquito population.

By Mr. Buchanan:

Q. May I ask if the black fly is a menace as well as the mosquito?—A. Not noticeably here, not bad in season; however, in the outskirts and up around Kingsmere, for example, yes; but not in the city.

By Mr. Weselak:

Q. You do not anticipate any general change in the financial position with respect to mosquito control?—A. Not with us paying the major share. We look after government property, the parks, around government grounds and around government buildings; we can do that; but there is one aspect of it that perhaps is not apparent to most people; it is that in doing this work we are required to enter upon private property, and we have no authority to enter upon private property except it be given to us by the municipalities. Right now, I may say, the village of Rockcliffe Park, which has always paid in proportion to its population a much higher contribution than anybody else, is willing to hand over its thousand dollars to the Federal District Commission to spend this year to alleviate the mosquito problem and we are exploring ways in which we could give them advice and fit their program into our own program of looking after government property such as Rockcliffe Park, which we consider as government property because we pay rent for it.

By Mr. Houck:

Q. I notice you say you have ceased to operate this control because of the lack of an adequate amount of money. Have you any idea what that amount would be?—A. We think about 10 cents per capita — that is what it is costing cities such as Winnipeg. But most of the municipalities are paying a fraction of a cent per capita; we have over 200,000 people and \$2,000, so here it is roughly one cent per capita. Rockcliffe village which sometimes gets “scored” over this matter is, incidentally, paying at the rate of over 50 cents.

By Senator Reid:

Q. Was any research done to discover whether the most virulent breeding grounds were in sloughs? We found in our research that the greatest menace came from sloughs and stagnant water rather than from running water.—A. That is the case, and that is where a great deal of the corrective work has been done under this oiling program. I may add that the islands in the Ottawa river — Duck island and Kettle island — are two prolific mosquito sources.

The PRESIDING CHAIRMAN: Section 6, page 84. The National Capital Fund.

The WITNESS:

(Page 84)

SECTION 6

The National Capital Fund

The resolution presented to the House of Commons June 28, 1948, leading to the creating of the National Capital Fund in that year, read as follows:

That whereas the requirements of a National Capital involve, from time to time, developments of a character beyond the municipal improvements ordinarily required in other cities;

And whereas the development of a National Capital is at least in part a national responsibility;

And whereas the Capital of Canada is designated by the British North America Act to be Ottawa;

And whereas the carrying out of planned improvements requires a clear expression of intention to proceed with necessary developments in a manner which will ensure continuity;

Therefore this House is of opinion:

1. That it is desirable that all developments of the capital should be in accordance with an approved plan which has regard to the position of the City of Ottawa as a National Capital in the present, and to its probable needs as the Capital of Canada in years to come.

2. That a special account in the consolidated revenue fund, to be known as the National Capital Fund, should be created to which appropriation may be made annually by Parliament over a period of years of the amounts required from time to time to meet the costs of such projects as may be recommended by the Federal District Commission and approved by the Governor in Council for the development of the National Capital and the surrounding area, in accordance with the plan;

3. That it is desirable that the work necessary to this end be under the supervision of the Federal District Commission, distinct from its ordinary operations;

4. That the expenditure of moneys for these purposes should be conditional on the effective co-operation of the City of Ottawa and other municipalities within the National Capital District.

Vote No. 809 of the supplementary Estimates of 1948-1949 authorized the establishment of the Fund and the initial installment therein of the sum of \$2,500,000. The terms of the authorization were as follows:

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No. of Vote 809—To authorize the establishment of a special account in the Consolidated Revenue Fund, to be known as the National Capital Fund, consisting of such amounts as may be appropriated by Parliament for the purpose out of which the Minister of Finance may from time to time, on the recommendation of the President of His Majesty's Privy Council for Canada, pay to the Federal District Commission amounts to be expended by the Federal District Commission with the approval of the Governor in Council for the construction, operation and maintenance of works or projects within the National Capital District in keeping with an approved general plan for the improvement and development of the National Capital and not in the nature of ordinary municipal improvements—amount required for the Fund, to be effective July 1, 1948, \$2,500,000.

The Prime Minister, the Right Honourable Louis St. Laurent, when discussing the Estimates of the Federal District Commission in May 1952, stated that it had been the intention of the Government to provide ten annual installments of \$2,500,000 each to the Fund, or a total amount of \$25,000,000. He said there was no commitment by Parliament with respect to future appropriations, but the original general intention was, and it is still the intention, to recommend each year during the period of ten years, this grant of \$2,500,000.

The Financial Administration Act in its relation to the National Capital Fund

The Commission is an "agency corporation" within the meaning of this Act and as such, as required, has been submitting operating budgets for the approval of the Prime Minister and the Minister of Finance (Sec. 80 (1)) and capital budgets approved by the Governor in Council, on the recommendation of the Prime Minister and the Minister of Finance, have been tabled annually before Parliament (Sec. 80 (2)).

The preparation of annual operating budgets presents no difficulty, as operating expenditures can be forecast annually with reasonable accuracy. The preparation of accurate capital budgets is difficult, however, because it is not always possible to predict on a short term basis the amounts which will be spent annually on any one project, and to what extent and when new projects will be undertaken and completed. Also, some projects towards which the Commission contributes are undertaken by municipalities and it appears to be the experience that these projects are undertaken or completed at times which the Commission is unable to predict.

The Commission, in the exercise of its duties, is thus in a position where circumstances may require it to initiate or participate in Master Plan projects, the timing of which is beyond its control. A capital budget, therefore may be subject to numerous amendments in the course of a fiscal year.

The larger part of the capital budget represents expenditures made from the National Capital Fund and for these expenditures there appears to be reasonable doubt that the Financial Administration Act has any jurisdiction.

The National Capital Fund when created provided specifically for the authority required and consent to be given before expenditures could be made, (*Hansard*, June 28, 1948 page 5973 *et sequitur*) and also provided that the work be "distinct from its ordinary operations" (Federal District Commission's operations). It is not a requirement of the National Capital Fund that expenditures from this fund be budgeted for on an annual basis—only that each project be submitted to the Privy Council for approval, and this may be done at any time.

The Financial Administration Act also stipulates that "in the event of any inconsistency between the provisions thereof and the provisions of any other Act, the provisions of such other Act prevail."

It does appear that the provisions of the National Capital Fund should prevail because it was established to ensure the continuity of long range planning projects and because of its specific provisions for expenditures of funds for that purpose. The provisions of the Financial Administration Act overlap the provisions of the National Capital Fund and if these expenditures are to be subject to the provisions of both Acts, periodical revisions of the capital budgets will have to be made.

The Commission invites the guidance of the Committee in this regard.

I may say that that is one of the little differences of opinion we have with the treasury. We do not feel we should be called upon to prepare a budget for capital expenditures when we do not control the timing of these capital expenditures, and it seems we shall therefore have to look forward to a revision of the act because someone else controls the timing of the expenditure of money. We take this attitude because every project, and the expenditure concerning it, not only has to be in our budget but has to be passed individually by the privy council. The governor in council passes on every major expenditure we make, so members of the committee will realize we have an additional control which does not apply to the agencies of government which function normally under the Financial Administration Act.

Senator REID: I wonder if you could tell us shortly what you mean by the words "distinct from its ordinary operations"?

The PRESIDING CHAIRMAN: On which page?

Senator REID: On page 86.

The WITNESS: I would ask one of the members of my staff, acquainted with these figures, to deal with that.

Mr. COUTURE: Mr. Chairman, I think the intent of the wording of that section is that advances by the Department of Finance to the commission were to be kept separately from the other receipts, and that all disbursements made from those advances would have to be accounted for separately year by year. That is the essence of this distinction between the ordinary operations of the commission for maintenance of parks and parkways and expenditures from the Fund.

By Mr. Richard (Ottawa East):

Q. Coming back to page 84, and of course, that is a resolution of the House of Commons, paragraph one, "That it is desirable that all developments of the capital should be in accordance with an approved plan— —". I suppose that was the desire, but I do not suppose in practice it is intended that the Federal District Commission should control all developments in the capital, and that there has been an approved plan except on the part of the federal government. There is no approved plan by anybody else other than the federal government?—A. No, there is no approved plan by anybody else.

Q. That sentence in the resolution that says "— all developments of the capital — —", that embraces an awful lot more than — — —A. Yes. I think I construed that as meaning the development carried out by the federal government.

Q. And at their expense.

By Senator Connolly (Ottawa West):

Q. Coming to page 88 which gives the financial statements of the commission, I take it that the chairman of the commission will be discussing in some detail the sources from which the commission gets its various allotments of money? I think when we hear about the national capital fund we know what that means, and perhaps to some extent for what it is used, but you will be explaining in detail the sources of your funds, and the places where the moneys are expended?—A. Yes, not only will we do so, but we consider the accounting of it is cumbersome, and I think unnecessary. Mr. Watson Sellar, the Auditor General is prepared to come here and speak along the same lines. He believes similarly with us, that it could be much simplified.

Q. It is a bit confusing.—A. Yes, it is very confusing.

The only thing we can say is, it is better than it was, in a sense, because when we had the national capital planning service working under the department of public works, it was another source.

The PRESIDING CHAIRMAN: Shall we proceed with section 7, financial statements, page 88?

The WITNESS: I think I would like to have somebody who deals with the financial end of it discuss this section, if that is your wish. Mr. Couture, will you give this section?

Mr. COUTURE:

(Page 88)

SECTION 7

Financial Statements

Federal District Commission

A. Receipts and Expenditures from 1900 to March 31, 1955

	<i>Statutory Grants</i>	<i>Receipts</i>
1899-1909	\$ 60,000 for 10 years	\$ 600,000
1909-1919	100,000 for 10 years	1,000,000
1919-1927	150,000 for 8 years	1,200,000
1927-1928	250,000 for 1 year	250,000
1928-1943	200,000 for 15 years	3,000,000
1928—Special Grant—Under FDC Act		3,000,000
1943-1946	200,000 for 3 years	600,000
1946-1955	300,000 for 9 years	2,700,000
1946—Special Grant—Under FDC Act		3,000,000
		<hr/>
		\$15,350,000

National Capital Fund—

7 instalments of 2½ million dollars commencing 1947-48. Voted \$17,500,000—	
advanced to F.D.C.	\$13,290,000
Votes of Parliament and miscellaneous revenue	7,432,374
Advances from Government Departments for work on grounds of new buildings	2,013,953
	<hr/>
	\$38,086,327

Expenditures

Parkway System	18,311,026
National Capital Plan Development N.C.F. and N.C.P.C.	13,579,006

Mr. COUTURE: That is National Capital Fund and National Planning Committee expenses, \$13 million.

Government Buildings Grounds

Maintenance 3,597,549

Works for Departments of the

Government 2,013,953

Total 37,501,534

Unexpended 584,793

Represented by:—

Cash on hand, investments and

receivables 898,346

Less: Accounts payable etc 313,553

584,793

In addition the Commission has at the credit of the National Capital Fund \$4,210,000

In addition to this money we have at the credit of the National Capital Fund, \$4,210,000. That is, incidentally, the difference between the fund of \$17,500,000, less the advances to the commission of \$13,290,000. That money is in the hands of the Receiver General in a special account.

Senator REID: The works of the department of the government, \$2 million-odd, was that the work requested by the dominion government and if so, was that an extra payment?

Mr. COUTURE: The way this works, Senator Reid is this: for example; the Department of Public Works may require the commission to construct parking grounds adjoining new government buildings. They advance to us an estimated amount for the cost of the work. We do the work; we bill the Department of Public Works for the cost plus 15 per cent overhead for administration, bookkeeping and so on. We refund the excess balance to the department, and if it should cost more than the original estimate, they pay for that.

The WITNESS: We carry out landscaping of all government grounds now, in that way.

Miss AITKEN: Does this commission look after the government grounds, rather than Public Works?

Mr. COUTURE: Yes, Miss Aitken. That is in addition to this \$2 million. We look after the grounds adjacent to all government buildings. We cut grass and remove the snow, and for that we receive a special vote of parliament every year. Any moneys not required, not used by the commission for this work, is refunded to the Receiver General.

The WITNESS: I think it probably worth mentioning that the Department of Public Works looks after the fabric of the buildings, and we look after the yards. For instance, they shovel the snow off the roof and we cart it away.

Mr. RICHARD (*Ottawa-East*): What is the 15 per cent you mentioned?

Mr. COUTURE: That is for bookkeeping, supervision, administration, and other incidental expenses that can hardly be taken into account as a special item of cost on each job.

Senator LAMBERT: In your classification, you mentioned the statutory grant of \$300,000, with which, I think we are all pretty well acquainted each year. Then you referred to certain other items as "government appropriations".

Actually the amount given to the Federal District Commission to look after the maintenance of grounds adjoining government buildings, and so on, is a statutory grant, too?

Mr. COUTURE: No. It is voted annually at variable amounts. The statutory grant is fixed at \$300,000. For the amount required by the commission for maintenance of government grounds—we submit an estimate each year, and Parliament provides for this in addition to the statutory grant.

By Senator Lambert:

Q. We have been in the habit every year of making two votes to the Federal District Commission. One is the statutory grant of \$300,000, and the other is the amount to take care of the grounds.—A. That is right, Senator Lambert.

Q. Now then, the current expenses which you have got itemized in there, as I understand, were not sufficient to meet the expenses last year, and you had to draw from your capital account to meet those expenses. That is shown later, is it?

Mr. COUTURE: If we look at page 89, Senator Lambert, I think the question which you have raised will be explained to you. For example: in 1954-1955, for maintenance and improvements to our own parks and parkways; for the maintenance of grounds adjacent to government buildings; for expenses of the National Capital Planning Committee, we spent \$1,200,000. Out of that \$1,200,000, we received from the government, by way of appropriations and the statutory grant, \$891,000, which meant that the balance of \$327,000 had to be financed by revenues of the commission, which were received in that year. Over and above that, we had to find the extra amount required, out of the reserves of the commission. These reserves are now practically depleted.

Senator LAMBERT: The problem that you have presented to us in this sheet is one of meeting a deficit?

Mr. COUTURE: We have met the deficit out of our prior years surpluses but we are now nearly at the end of the line.

Senator LAMBERT: The usual practice in a business concern is to pay expenses out of current revenues?

Mr. COUTURE: That is right.

Senator LAMBERT: That is your problem?

Mr. COUTURE: The problem is that our expenses are higher than our current revenues now.

The WITNESS: I think that it would be wise at this point to mention that that money does not come out of the national capital fund, but comes out of reserves accrued from rentals and so forth. We have a considerable sum in that form.

Senator REID: You do not use any money from the national capital fund for that use?

Mr. COUTURE: No.

Senator LAMBERT: It is a reserve fund?

Mr. COUTURE: Yes.

Senator CONNOLLY (*Ottawa West*): The business of the so-called living off your own fat is explained in one of your charts?

Mr. COUTURE: Yes. We expect that after 1956-57, the year which we are in now, that there will be no more fat.

The WITNESS: The main reason for this is that it had been expected that this committee would meet last year and then it was changed to this year and knowing that this committee would meet, we were waiting until the report of this committee would be in before a change is made. It was recognized that something has to be done about it by the treasury.

Senator LAMBERT: I think that a very important point should be brought out in this connection at this point, and that is that the Federal District Commission over the past 10 or 12 years has not had any systematic statutory provision to enable it to pay its own way on these current expenses. That contrasts very vividly with what was done last year, and I might say in almost every year since 1949, in making grants each year to the municipalities. The grant this year to the city of Ottawa will amount to around \$2½ million. That is a very large increase since 1949. For three years, from 1946 to 1949, the appropriation each year on the city bill was \$300,000, and then it changed over to a different basis altogether of municipal grants by the department which is to last for 5 or 6 years I think. What I am getting at is that the needs of the municipalities for increased expenditures have very definitely been recognized by the federal government in the grants which it gave through its bill of last year. In that way, I think that the situation is in contrast as it applies to the Federal District Commission.

By Senator Connolly (Ottawa West):

Q. Could we obtain a statement of the amounts that have been paid to the city of Ottawa annually, say, since the time that this committee sat last?—
A. Yes.

Q. I do not mean today.—A. We can obtain that information for you. There is one contributory cause here for the increase which should be mentioned at this point. As we mentioned earlier, the National Capital Planning Service was formerly under public works and its cost in the order of \$100,000 a year. That was transferred over to us in November 1953, and now we have to budget for that. It comes out of our maintenance cost instead of coming out of public works. Last year it was \$101,000 which went into that. That is for the National Capital Planning Service and it also includes publicity and other engineering expenses.

By Senator Reid:

Q. In four years there has been an increase of over 40 per cent on maintenance of ground adjacent to government buildings. Have government buildings increased to that extent?—A. Yes. They have increased tremendously. It is especially in connection with buildings like at Tunney's Pasture and the Royal Canadian Mounted Police building. The architectural committee in recent times has passed on the design of 150-odd buildings. Some of those buildings are at Shirley's Bay, near the Connaught Rifle Range, and so on. There has been a really tremendous increase in the cost of maintaining grounds of buildings.

Senator CAMERON: Under section A it shows special grants, for the F.D.C. of \$3 million in 1928, and a similar special grant of \$3 million in 1946. What were they for?

Mr. HAY: \$3 million was the grant at the time of the anniversary of Confederation when the old Russell hotel and other buildings were razed for the purpose of providing space for the National War Memorial, and they expropriated the old Russell hotel and Russell theatre. I believe that is where most of that \$3 million went.

The WITNESS: The other \$3 million item was to start off the land purchase.

Senator CAMERON: \$6 million was involved in that total transaction?

Mr. HAY: There was quite a lapse of years between those.

The WITNESS: There is a time lag, but there was \$6 million of extra money provided for those purposes.

By Senator Connolly (Ottawa West):

Q. What land purchase in 1946 were you talking about?—A. It was to prepare for the drives. I think it might be worth while to say that it was primarily for the purpose of buying land to provide for—

Mr. COUTURE: If I may interrupt, it was principally for the purchase of land for the Ottawa river driveway, the Rideau river driveway and for Gatineau park.

The PRESIDING CHAIRMAN: Now, Gentlemen, if it is the pleasure of the committee, Mr. Couture may explain the chart displayed here.

Mr. COUTURE: I will refer now to chart 34. I think that the barometer here might explain to some extent the points which have been raised by Senator Connolly (Ottawa West) and Senator Lambert as living off our prior years' fat. You will notice here that the brown barometer indicates the revenues for 1945-46. 1946-47 is at this level. You can see that the trend, generally, has been on the rise. The difference in colours is that the dark brown shows the statutory grant items and the lighter brown colour indicates the government appropriations. The yellow indicates miscellaneous revenues and this other shade of brown represents revenues of the commission from rented properties. The bar next to the revenue bar is for expenditures made by the commission in the same year as for the revenue barometer; the shade which is a lighter one indicates capital expenditures; the blue shade represents operating maintenance expenditures. You will notice in the first year our revenues were a bit lower than the expenditures of the commission; in the second year they are practically equal. In the following five years we are setting aside some surplus. In the last four years, the trends are reversed. We are spending more money than our annual revenues; you can tell how much the spread is between the expenditure line and the revenue line. In the year 1956-57, the year we are now under, we estimate our current revenues, plus government appropriations and the statutory grant, will be short by about \$147,000 and we will have to ask the government to give us a supplement to

the statutory grant so that we can carry on. It is one of the recommendations of the commission that the act should be changed to get away from the idea of the statutory grant which is not a flexible way of financing the commission, and that instead we should submit our estimate of needs for approval and then there would be no need of having a statutory grant which in a few years becomes inadequate.

Senator LAMBERT: An annual report would be submitted to scrutiny of what you are doing?

Mr. COUTURE: Yes. It would be just the same as in the case of any other government department. We suggest that, for operating and maintenance expenditures. For capital expenditures, financed by the national capital fund, that is something else.

The WITNESS: Before we can spend any money for capital expenditures, the privy council has to approve it.

Mr. COUTURE: The figures on this chart of expenditures also appear on page 89. May I read this:

(Page 89)

B. Operating, Management and Maintenance Funds

Total expenditures made by the Commission in the five past fiscal years, excluding expenditures made out of the National Capital Fund are as follows:—

	1950-51	1951-52	1952-53	1953-54	1954-55
Maintenance and improvements to parks and parkways	\$407,705	\$427,189	\$643,822	\$802,983	\$749,238
Maintenance of grounds adjacent to government buildings	210,128	279,519	274,140	329,204	368,781
Expenses of the National Capital Planning Committee (inc. planning & engineering)	77,500	36,295	42,876	64,205	101,114
	<u>\$695,333</u>	<u>\$743,003</u>	<u>\$960,838</u>	<u>\$1,196,392</u>	<u>\$1,219,133</u>

The figures for the National Capital Planning Committee appear on chart No. 32. The green coloured part of the bar represents expenditures made by the Department of Public Works on what was called then the National Capital Planning Service. The light blue part of the bar represents the commission's expenditures. You will notice that the last year in which the Department of Public Works was involved was 1953-54. From then on, we took over the entire expenditures for that committee, including the National Capital Planning Service and the expenditures have been on the rise slightly.

Senator CONNOLLY (Ottawa West): They are still below the original years.

Mr. COUTURE: I think that in the earlier years when they were high, that was on account of the exhibit, the master plan, the preparation of the Gréber report, which were unusual or extraordinary expenditures of a type which have not been incurred since.

Senator CONNOLLY (Ottawa West): Did you get your money from various sources, some of which are inadequate? Are you proposing to have a sort of consolidated figure, that you would give to the government and ask for, to cover maintenance and improvement of parks and parkways and then maintenance of grounds and buildings and then for the expenses of the National Capital Planning Committee as one item?

Mr. COUTURE: That is the intention, that we be charged by the government with the maintenance of the grounds adjacent to government buildings as part of commission activity.

Senator CONNOLLY (*Ottawa West*): What do you think the annual budget for those items might be?

Mr. COUTURE: It is somewhere around \$1,200,000 now.

Senator CONNOLLY (*Ottawa West*): At present it is about \$1,200,000.

Mr. COUTURE: It is. We would use our revenues and reserves of approximately \$300,000 and call upon the government for roughly \$900,000.

Senator CONNOLLY (*Ottawa West*): Some of your revenues from your own properties, like revenues from rentals, may be increasing.

Mr. COUTURE: It depends on the commission activities by way of developing parks and parkways. If the commission's activities were at a standstill, these properties would continue to be rented, but if the commission embarks on the construction of parkways around the Ottawa river or the Rideau river, some of those properties will have to be demolished and the revenue will disappear.

Senator CONNOLLY (*Ottawa West*): That revenue would be deducted from the annual amount?

Mr. COUTURE: That is so. We propose, in estimating for our future needs to secure an adequate amount; subtracting that revenue from the gross expenditures we expect for the year.

Senator REID: Perhaps the time has come when it would be beneficial to the commission and beneficial to parliament if this body could come before a committee of parliament every year and explain what it wants, what the money is for and where the money was spent each year. It would keep up the active interest in the Ottawa national capital idea and it would give us a chance to ask what amount of money they wanted and what they want it for. I leave that thinking with the other members of the committee.

Mr. RICHARD (*Ottawa East*): I think it is long overdue.

The WITNESS: I think we could have charts such as this prepared, perhaps not such elaborate charts.

Senator REID: They could be kept up to date.

Senator LAMBERT: The whole point being made by Mr. Couture is that in budgeting for the work of the Federal District Commission there should be enough latitude given to plan ahead and that within such a provision each year they could come and explain what is being done. It is not a matter of appropriating money every year, it is a question of explaining the expenses as against that budget. I think that is done by the C.N.R. all the time. There is no reason why it could not be done by the Federal District Commission.

Mr. COUTURE: That is quite true. The thinking of the commission is that we should be given some latitude in capital expenditures and not tied to a yearly budget but in regard to the amounts appropriated by parliament for the maintenance of parks and parkways and grounds adjacent to government buildings and for the National Capital Planning Committee, that we could present an annual budget and be expected to live within that amount, like any other government department. The National Capital Fund is in quite a different position.

The WITNESS: It might be worthwhile interjecting at this point that the expenditure on these things sometimes depends on cases which are before the Exchequer Court. One has not the faintest idea what will happen or when the expenditure of a considerable sum of money may be called for. One cannot tell whether it will come now or a year from now.

Mr. COUTURE: It may be interesting to add, for the capital budget that we have barely submitted the budget for 1956-57 when we know right away it will have to be altered because of claims against the commission for certain reimbursement of expenditure which we agreed to pay and which were not paid for within the period March 31, 1955, to March 31, 1956. That means that not only the budget for one year is at variance but the budget for the coming year is also at variance. We have no control over claims made by other parties against the commission.

In so far as maintenance of parks is concerned, we certainly have a large measure of control.

Senator CAMERON: It is accepted that the commission come before parliament and explain the budgetary apportionment for maintenance each year. Would it not be equally interesting and fair to ask the city of Ottawa to present each year a statement of what they are doing?

Senator REID: I feel that the mayor of Ottawa would be glad to come here every year. She would be delighted to come before us, I feel.

Mr. COUTURE: The commission could present an estimated budget of what it proposes to spend by way of capital expenditures, but the point is that we do not think we should be kept within the framework of that budget by way of so many dollars and cents or by way of so many projects.

Senator LAMBERT: How much latitude would you want? Would it be \$50,000?

Mr. COUTURE: \$50,000 is a mere drop in the bucket.

Senator LAMBERT: I am thinking in terms of the regulation which limits it now to between \$5,000 and \$10,000 for any one expenditure.

Mr. COUTURE: This is for land purchases.

Financed by:

	1950-51	1951-52	1952-53	1953-54	1954-55
Appropriations and Grant	\$692,794	\$712,628	\$750,818	\$ 828,909	\$ 891,502
Revenues and reserves of the F.D.C.	2,539	30,375	210,020	367,483	327,631
	<u>\$695,333</u>	<u>\$743,003</u>	<u>\$960,838</u>	<u>\$1,196,392</u>	<u>\$1,219,133</u>

The Commission in recent years has had the following sources of revenue:

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For 1955-56

1. A Statutory Grant of \$300,000, since 1946, for the maintenance and improvements to parks and parkways \$ 300,000
2. Government appropriations:
 - Supplementing the Statutory Grant 111,820
 - For maintenance of grounds adjoining government buildings 396,800
 - For expenditures of the National Capital Planning Committee 113,485
3. Revenues from the rental of properties and from other sources, estimated annual revenues 255,000
4. Installments paid annually into the National Capital Fund, out of which advances are made to the Commission to finance projects approved by the Governor in Council as a charge to the Fund; for the past eight years, these installments have been \$2,500,000 annually. Advances for 1955-56, to be drawn from the unexpended reserves of the Fund, are estimated at 5,000,000

I think that the following part of the text goes along the same lines that we have just discussed a few moments ago.

The Commission does not consider that it is proper to continue the financing of expenditures for maintenance of parks and parkways through a Statutory Grant as at present. The expenditures for this purpose are constantly increasing and it is difficult to forecast with any degree of accuracy, the moneys required for this purpose for a period of 5 to 10 years. The inevitable result will be that the grant may prove to be adequate only for the early years of its term and the additional requirements in later years would have to be provided for through annual appropriations, as has been done now for some years. It does appear that the best method is to provide for the Commission's requirements, on an annual basis, in one total amount.

In arriving at the total amount required for these activities, an appropriate allowance could be made for the estimated annual revenue of the Commission which would be available for expenditures by the Commission for these purposes. The Commission is spending in 1955-56 for these activities approximately \$1,336,000, of which \$414,000 is being financed out of the Commission's own revenues and the balance of \$922,000 by government appropriations.

Expenditures made for capital projects, assistance to municipalities, grants, etc. which form part of an approved general plan for development within the National Capital District could be financed out of advances made from the National Capital Fund, as in the past.

(Page 91)

The Commission believes that the method of supplying moneys for its activities could be simplified by voting to the Commission annually, moneys through one vote for operating and maintenance expenditures as follows:

- Operating and maintenance of parks and parkways
- Maintenance of grounds adjoining government buildings
- Expenses of the National Capital Planning Committee (including planning and engineering expenses)

The report of the Auditor General of Canada, Public Accounts of Canada for the year ending March 31, 1955, page 27, expresses similar views on this matter, stating, in part that:

The Commission's accounting would be simplified and its financial statements made more illuminating were the basis of financing changed to one which would make all operating and maintenance expenses chargeable against one appropriation and capital outlays against another.

Federal District Commission Master Plan projects proposed over the next ten years are as follows:

At this point the chairman of the commission might continue with the reading of the text.

The PRESIDING CHAIRMAN: That will be quite all right. Thank you Mr. Couture.

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C. Proposed Master Plan Developments within the Ten-Year Period 1956-66 which are Federal District Commission projects and estimated cost:

1. Railway Plan 5-B (see appendix 3) \$10,000,000

In the proposed master plan—as I have pointed out to you—what we are planning to do is this; we estimate that item at \$10 million, but it is a guess, because we cannot closely estimate it.

2. Railway Plan for Hull area	500,000
3. Development of park lands along Rideau River	750,000
4. Development of park and parkway along Ottawa river—Lazy Bay to Britannia	2,130,000
5. Hog's Back Park	185,000
6. Service buildings, rest rooms, refreshment buildings on various portions of existing parkway system	375,000
7. Gatineau Parkway—to Lac Philippe	3,000,000
8. Headquarters and service buildings— Gatineau Park	285,000
9. Gatineau Park—return road by separate route	2,400,000
10. Development along Brewery Creek in Hull	250,000
11. Construction of part of Eastern Parkway	1,930,000
12. Construction of part of Western Parkway	1,440,000
13. Property acquisition for above projects	9,000,000
14. Allowance for various minor or unforeseen projects	1,000,000
15. Estimated cost of Greenbelt land acquisitions	17,500,000
	<hr/>
	Total \$50,745,000
	<hr/>

To this amount should be added an estimate of the Federal share out of the National Capital Fund, in Master Plan projects that may be carried out by other authorities in the period 1956-66 ... \$18,000,000
A list of such projects follows in Table D.

(Page 93)

- D. Projects under the Master Plan that may be carried out by other bodies in the period 1956-66; some of which may share to some extent in the National Capital Fund

That would include our share of the Queensway and so on.

1. Queensway
2. Southern entrance to Ottawa via Dunbar Bridge—controlled access highway
3. Rideau Canal Bridge—Bronson Avenue
4. Carling Avenue widening and reconstruction
5. New bridge over Ottawa River
6. Improvements to approaches of the Interprovincial Bridge
7. Bridge over Brewery Creek, Hull, including grade separation C.P.R.
8. Rideau River Bridge—Smyth Road including subway under C.N.R.
9. Two bridges at Hog's Back, including new bridge over Rideau Canal and widening of bridge at Falls

10. Rideau River and Rideau canal bridges at Somerset Street
11. Rideau River Bridge at Heron Road
12. Highway No. 16 connection to Queensway by controlled access road
13. Elgin Street widening—Queensway to Confederation Square
14. Construction program to remove pollution from Ottawa River, including sewage disposal plant or plants and main collector sewers on both sides of Ottawa River
15. Property for above projects

By Senator Lambert:

Q. Incidentally with respect to item 14, you have no provision on the other page at all for any possible expenditure.—A. Well, those items on the other page are only projects carried out entirely by ourselves. This next page covers the ones which we will share with the cities or other groups. These are just guesses.

(Page 94)

E. Estimated funds needed for capital expenditure for the ten-year period, 1957-67 for National Capital Development

Costs of projects to December 31, 1955	\$16,850,104
Commitments to date for annual grants and construction	2,500,000
Estimated cost of Federal District Commission's projects for next ten years	50,745,000
Estimated cost of federally shared projects for next ten years	18,000,000

That is an item on the preceding page. We arrived at that figure of \$18 million by taking what we thought would be the fair cost for all these projects. It amounted to \$90 million, and we thought that our share might possibly represent 20 per cent of that sum on the average. That is how the figure of \$18 million was arrived at. It is a guess, and that is all that it can be.

	Total	\$88,095,104
Funds receivable to 1957 (10 instalments of $2\frac{1}{2}$ million)		25,000,000
Estimated funds needed for next period of ten years commencing in 1957		63,000,000

Senator REID: Is that figure accurate? You say you received 10 instalments of $2\frac{1}{2}$ million, but I think you have only one more year in which to get $2\frac{1}{2}$ million. Yet you take \$25 million, deduct it from your total and say it is only to cost \$63 million. Where are you going to get the \$25 million? As I understand it you are only going to get $2\frac{1}{2}$ million. It is not clear to me.

Mr. COUTURE: We have taken the first line of this section E—Cost of Projects to December 31, 1955, \$16 million, we are further taking what we spent since then—since the end of December, 1955—and adding future expenditures, we arrive at this figure of \$88 million; we then deduct the amount which we shall receive from 1948 to 1957, namely \$25 million, which leaves \$63 million to be financed for the 10 year period commencing in 1957.

The WITNESS: In other words, \$88 million represents the cost from 1947 to 1967.

By Senator Reid:

Q. With regard to those projects mentioned on page 93 under the master plan—are they mostly city projects? City or provincial projects?—A. Yes, both.

By Senator Cameron:

Q. Is it intended that the C.N.R. tracks should remain there permanently, when you speak about this Smyth Road bridge.—A. They will remain there as long as the station remains where it is. The two are bound up with each other. If we bring that new entrance in we would have to go under the tracks.

Senator REID: Where is the Smyth Road bridge?

Mr. HAY: It is just opposite the Rideau Health Centre and the Department of Veterans Affairs.

The WITNESS: It directly joins on to Main street in Ottawa East.

Senator REID: I move we adjourn, Mr. Chairman. It is 5 o'clock.

The PRESIDING CHAIRMAN: If it is the wish of the committee we can do that. It is a very good suggestion.

—The committee adjourned.

THIRD SESSION—TWENTY-SECOND PARLIAMENT

1956



Joint Committee of the Senate and the House of Commons
on the

FEDERAL DISTRICT COMMISSION

Joint Chairmen:—The Honourable Senator F. W. Gershaw
and
Mr. Armand Dumas, M.P.

MINUTES OF PROCEEDINGS AND EVIDENCE
No. 4

THURSDAY, APRIL 26, 1956

WITNESS:

Major General Howard Kennedy, C.B.E., M.C., M.E.I.C., F.E.,
Chairman, Federal District Commission.

EDMOND CLOUTIER, C.M.G., O.A., D.S.P.
QUEEN'S PRINTER AND CONTROLLER OF STATIONERY
OTTAWA, 1956.

MEMBERSHIP OF THE COMMITTEE FROM THE SENATE

Honourable Senator F. W. Gershaw, *Joint Chairman*,
and Honourable Senators

Aseltine, W. M.	Dessureault, J. M.
Cameron, Donald	Lambert, Norman P.
Connolly, J. J. (<i>Ottawa West</i>)	Reid, Thomas
Connolly, H. J. (<i>Halifax</i>)	

MEMBERSHIP OF THE COMMITTEE FROM THE HOUSE OF COMMONS

Mr. Armand Dumas, *Joint Chairman*,
Aitken, Margaret (Miss),
and Messrs.

Blair, W. G.	Leduc, R. (<i>Gatineau</i>)
Buchanan, W.	Mang, H. P.
Caron, A.	McIlraith, G. J.
Fraser, Alan (<i>St. John's East</i>)	Nowlan, G.
¹ Ellis, Claude	Philpott, E.
Gour, J. O. (<i>Russell</i>)	Richard, J. T. (<i>Ottawa East</i>)
² Hansell, E. G.	Robichaud, H. J.
Harkness, D. S.	Weselak, A. B.
Houck, W. L.	

¹ Replaced Mr. Noseworthy on April 18th.

² Replaced Mr. Low on March 22nd.

Antoine Chassé,
Clerk of the Committee.

MINUTES OF PROCEEDINGS

The Senate, Room 368,
THURSDAY, April 26, 1956

The Joint Committee of the Senate and the House of Commons, appointed to review and report upon the progress and programs of the Federal District Commission in developing and implementing the Plan for the National Capital, met at 11.00 o'clock a.m. Mr. Dumas, Joint Chairman, presided.

Present:

The Senate: Honourable Senators Connolly (*Ottawa West*), Dessureault, Lambert, and Reid.

The House of Commons: Messrs. Blair, Caron, Coldwell, Dumas, Ellis, Gour (*Russell*), Harkness, Leduc (*Gatineau*), Mang, McIlraith, Richard (*Ottawa East*), Robichaud, and Weselak.

In attendance: Mr. H. J. Hodder, of the office of the Privy Council; and, for the *Federal District Commission*, Major-General Howard Kennedy, C.B.E., M.C., M.E.I.C., F.E., Chairman; Messrs. Alan K. Hay, M.E.I.C., General Manager; H. R. Cram, M.E.I.C., Assistant General Manager; J. Edouard Handy, Secretary; D. L. McDonald, M.T.P.I.C., C.S.L.A., Director of Planning, Walter Bowker, Director of Information and Marcel Couture, Chief Accountant.

The Committee resumed from Wednesday the adjourned consideration of the brief presented to the Committee by the Federal District Commission. Major-General Howard Kennedy continued his presentation and was questioned in connection with the brief. He was assisted by Messrs. Hay, McDonald, Cram and Couture.

At 12.50 o'clock p.m., the Committee took recess.

AFTERNOON SITTING

The Committee met at 3.30 o'clock p.m. Mr. Armand Dumas, Joint Chairman, presided.

Present:

The Senate: Honourable Senators Cameron, Connolly (*Ottawa West*), Gershaw, Lambert, and Reid.

The House of Commons: Messrs. Blair, Caron, Coldwell, Dumas, Fraser (*St. John's East*), Gour (*Russell*), Harkness, Leduc (*Gatineau*), Mang, McIlraith, Richard (*Ottawa East*), Robichaud, and Weselak.

In attendance: Same as those listed as in attendance at the morning sitting.

The presiding chairman informed the members that a distribution had been made through the post offices of a brief submitted by Mr. Watson Sellar, Auditor-General for Canada and that a similar distribution would be made later this day of the brief to be presented next week by the City of Hull.

On motion of Hon. Senator Lambert it was ordered that a letter be sent to Dr. A. E. Berry, of the Department of Health of Ontario, to invite him to appear before the Committee, Friday, May 4th, 1956, in connection with the pollution of the Ottawa river.

The Committee resumed from the morning sitting the adjourned consideration of the brief presented to the Committee by the Federal District Commission. Major-General Howard Kennedy was again questioned thereon. He was assisted by Messrs. McDonald, Cram and Hay.

At the conclusion of the presentation of the brief by Major-General Kennedy, Honourable Senator Lambert moved, seconded by Honourable Senator Reid, that the Committee express its appreciation to the officials of the Commission for their appearance before the Committee and in particular to Major-General Kennedy, chairman of the Commission, for his able presentation, to the enlightenment of all the members. The said motion was unanimously agreed to.

At 5 o'clock p.m., the Committee adjourned to the call of the Chair.

Antoine Chassé,
Clerk of the Committee.

EVIDENCE

APRIL 26, 1956,

11.00 A.M.

The Presiding CHAIRMAN (Mr. Dumas): Gentlemen, we have a quorum. At yesterday's meeting we completed sections 5, 6 and 7 of the Federal District Commission brief, from page 78 to page 94, inclusive. Before we proceed with section 8, Major General Kennedy would like to clarify an answer which was made to a question by Senator Lambert which appears at page 107 of the minutes.

Major General Howard Kennedy, M.C., C.B.E., M.E.I.C., F.E., Chairman, Federal District Commission, called:

The WITNESS: I find upon examining the evidence of last Thursday's session I may have left a wrong impression of the functions of the National Capital Planning Committee. On page 107, I indicated in answer to a question by Senator Lambert that the NCPC was a sub-committee of the F.D.C.

Actually it is not a sub-committee, but a separate honorary advisory body to the commission on the preparation and execution of the plan. Mr. Gréber was named consultant to the NCPC and worked closely with it, and with a number of its sub-committees, in the preparation of the master plan.

Mr. Gréber's report was made to the NCPC, and the committee then transmitted the report to the F.D.C. with its comments.

Its initial functions having been performed, the NCPC now continues in existence as the F.D.C.'s permanent honorary advisory committee on the implementation of the plan.

The constitution and terms of reference of the NCPC are listed in Appendix 1 of the F.D.C. brief.

I had for the moment mixed up some of the matters of the National Capital Planning Service with those of the National Capital Planning Committee.

By Senator Lambert:

Q. I appreciate that explanation. I think it still remains a fact that that National Capital Planning Committee, in any of its functions, is subject to approval by the Federal District Commission? To that extent it is responsible to the F.D.C.?—A. It is merely advisory to us.

The Presiding CHAIRMAN: We will take section 8, "Recommendations" now.

The WITNESS: The brief says:

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SECTION 8

RECOMMENDATIONS

1. Amendments to Federal District Commission Act

In addition to minor changes, the following are recommended:

- (a) To cancel the Statutory Grant of \$300,000 and to provide that all the funds necessary for the operation of the Federal District Commission shall be voted annually by Parliament instead of as at present by a combination of Statutory Grant and Vote, or Votes of Parliament.

By Mr. Caron:

Q. What is the reason for that?—A. There are several different sources for money. We are trying to get all our money for maintenance and administration in one vote and it will be a yearly affair which we will ask parliament to vote.

By Mr. Blair:

Q. You would submit your budget every year for approval of parliament?—A. Yes. It varies every year and it avoids complicated accounting and returning for more money.

Q. Would you be better off under that arrangement? Would you get more money?—A. We think it is the simpler method, as the figure would be tailored to suit the purposes. The procedure has been recommended by the Auditor General.

Q. It will give us a chance to study your progress?—A. Yes.

Mr. CARON: It means another debate in the House of Commons.

By Mr. McIlraith:

Q. Does that not raise a question of the administration of the F.D.C.? Should there not be a minister of a department in charge of such administration? Is the F.D.C. answerable through a minister where there is departmental administration? Perhaps that question is a little unfair.—A. I do not mind stating our position and thoughts in the matter. The suggestion has been made not only in the house but elsewhere. We feel that the support and the prestige given to the F.D.C. by its coming under the Prime Minister is such that we would very much dislike being moved. Furthermore, all our major projects of capital expenditure have to go to the Privy Council for approval and the secretary of the Privy Council is then in a position to deal with these points. It is a very good liaison between the F.D.C. and the Privy Council, to work through that office.

Q. This really envisages presenting estimates to the House of Commons each year, just as any department would present estimates? You think that would be generally satisfactory?—A. Yes.

By Mr. Coldwell:

Q. You would prefer that to be done by the Prime Minister?—A. Yes, we would prefer to ask for it through the Prime Minister's office. It adds prestige to the F.D.C. rather than being placed under a minister who might place many other things ahead of F.D.C. in his thinking.

Mr. CARON: That may be so also with the Prime Minister.

Senator REID: It would keep the whole matter before parliament and keep up a more close interest, rather than passing a sum of money and it being ten years before you come before us again.

By Senator Lambert:

Q. I think the point of view which Mr. Kennedy has expressed is one that is really of secondary importance, that of the department under which he might be placed. In this case it has been identified with the Prime Minister's office for a long time, largely because the Prime Ministers have been personally interested in the development of the Federal District Commission. That was so particularly in the case of Sir Wilfrid Laurier and the Right Hon. Mackenzie King and also Sir Robert Borden, but his term was largely during the war years and it was not so noticeable.

In so far as it concerns ministers having preoccupation with other matters, one could say that the Prime Minister, above all his colleagues, is preoccupied with many more things than just the Federal District Commission, yet I am sure he is just as much interested in this project as anyone else. He has to delegate a good deal of interest in it to other people. As you know, Mr. Bryce has been the main liaison between the Prime Minister and the Federal District Commission for the past year. One does not like to make any comments on those things. They are being conscientiously attended to, I am sure, but as far as prestige is concerned, the prestige of the commission will depend pretty largely on the accomplishments it is able to make, bringing plans to some kind of fruition, or making some progress in regard to a lot of the projects which are shown on these maps. That is the thing which will give prestige more than anything else, rather than any particular department. You get encouragement from the minister to whom you are responsible but in varying degrees probably. However, that is not an important thing. I think the power given to the F.D.C. under the amending act of 1944-55, except for certain details which you mention in the way of finance appropriations, has given them plenary powers to deal with municipalities and generally press ahead with the development of this district. That is why the act was revised at that time. I certainly know that it was Mr. Mackenzie King's idea that he was giving the F.D.C. just about all the power that the federal parliament could give it to proceed with its work.—A. Yes.

By Senator Reid:

Q. If the committee adopted the principle we could very well leave it to the government whether it would be the Prime Minister or another member of the cabinet who would take it. That question could be left to the government, if the committee adopts the principle.—A. We are just expressing a preference and naturally we have to work under any minister under which the commission is placed.

Q. I do not think you should worry so long as you get enough money.—A. We do not like to be accused of mercenary motives.

The Presiding CHAIRMAN: Section (b).

The WITNESS: The brief says:

(b) To include in the Act the boundaries of the National Capital District with power to adjust them if desirable.

By Mr. Caron:

Q. Would you explain this?—A. I will ask Mr. McDonald.

Q. Is that with a view to enlarging the boundaries?—A. That is the main idea. Actually, it extends the boundaries in which we apply the force of the

act. It does not necessarily mean spend any money, but it gives us a chance, if there is any need for it. The idea is, regarding the new area, to stretch it out eastward to take in the Lievre river and westward to take in the Mississippi river.

Q. Would you want power to adjust without having to go to the parliament or the cabinet?—A. It is now in outline, including about 900 square miles. We want to expand those boundaries.

Q. You want power that you may need to go further for a certain length. This is of main importance—that you may do it without asking any other than the F.D.C. members?—A. If we want to spend money, we have to ask the Privy Council.

Mr. CARON: That comes under (a), but you want to change your boundaries if necessary.

By Senator Reid:

Q. The word "adjust" can be misleading. It might mean what is in people's minds, simply to change, but in your statement you are looking for power to expand. You cannot have it both ways. If you go under parliament I do not think you should have the power without the authority of parliament.—A. We are trying to convey to the committee here that it would be a good thing that if they would recommend to the government that the boundaries be expanded to this size instead of what we have.

Mr. LEDUC (*Gatineau*): If you look at the map you see the province of Quebec. The old boundary cuts Lake St. Pierre de Wakefield right in two and I think that is unsound.

Senator REID: It may be unsound. I am giving the view that we should not allow the commission to do what it likes regarding an extension. They should come under the power of parliament there.

By Mr. McIlraith:

Q. I think we are at cross purposes. As I understood Mr. Kennedy, what he said is a little different from what is in clause (b) and perhaps he could clarify it and put me right. The position as I understand it is that he wants the delineation of the boundaries indicated on the map to be in the act, but that does not necessarily mean they would carry out works in the whole of that area now, though they would have authority to do so. I think the difficulty arises in the answer to the question. I took from the answer something a little different, that parliament was to delineate the area as indicated, the larger area on the map, and in addition give him power to extend beyond that. I do not think that is what is intended.—A. We are not seeking power to extend beyond that.

By Mr. Caron:

Q. The main idea of this, if I am not mistaken, is that the commission would have power to stop the destruction, the cutting of wood and so on and keep the natural beauties of some of these places from the danger of destruction?—A. It would give us power to deal with municipalities, if they were within that larger area.

By Senator Connolly (Ottawa West):

Q. We might look at this in a practical way, with the act itself in the background. Section 2 (c) of the act says:

"National Capital District" means the national capital district established pursuant to this act.

Section 4 says:

The Governor in Council may from time to time designate an area within and in the district surrounding the district of Ottawa to be known as the National Capital District.

In fact, what happens is, I take it, that by an order in council a national capital area is outlined and within that the commission can operate. From a practical point of view, if this committee is to recommend amendments to the act, what I would be concerned about is that if a specific area is designated and spelled out in the act, then the commission or anybody else cannot change that without going to parliament to get the change made. What I am concerned about is that following literally this recommendation (b), you might very well frustrate yourself?—A. Yes.

Q. Perhaps it would be better to leave it as it is, but if the committee makes recommendations to that effect perhaps another order in council might be passed and we could show that the limits at present are not satisfactory?—A. That would be perfectly satisfactory to us. I think you are quite right. I think it is desirable, as I can see where we might require change in the act.

By Mr. Weselak:

Q. Are there any limits at present defined by the order in council?—A. Mr. McDonald will show the actual limits. You have an appendix giving the total of those limits. It is page 2, appendix 1.

Mr. D. L. McDONALD (*Director of Planning*): On chart 30, the boundaries of the national capital district as delineated in the order in council referred to are shown by the yellow lines. It starts on the north shore of the Ottawa river just west of Quyon, it proceeds north and then cuts approximately due east, it passes northeast of McGregor Lake and thence due south to the Ottawa river just east of Templeton. On the south side of the river it proceeds due south and then swings west and cuts the Rideau river just at Manotick. Then it has rather a regular boundary going north, thence west and ultimately it reaches the Ottawa river just near Arnprior. This point is quite arbitrarily defined since on the Quebec shore it does not relate to the topography. It cuts streams and watersheds. The proposal is to extend the boundary northerly in Quebec, to take in the height of land of the watershed rather than go along the valley. It is to take in the high ground to protect the valleys. That accounts for the difference in Quebec. As well, the eastern boundary in Quebec has been extended to take in the valley of the Lievre river. In Ontario, the Mississippi valley, which takes in Almonte and Pakenham, a most beautiful stretch of river, is suggested for inclusion in the new area. The balance of the area is justified somewhat more on the basis of the over-all planning. The proposal is to extend the boundaries in Ontario both southerly and easterly to take in the Ottawa-Hull market area. It is known in planning parlance as the Ottawa-Hull region. This means all land or lands tributary to the Ottawa-Hull market area and the natural features and all the activities within that area which are satellite to the activities within the Ottawa-Hull area.

Senator REID: Can you give us the comparative acreage of the two areas—

Mr. McDONALD: The boundary outlined in the original district was 900 square miles. In the new proposal it is 1,850 square miles.

Senator REID: What is it on the two sides?

Mr. McDONALD: Originally there were 600 square miles in Quebec and 300 square miles in Ontario. The new boundary will make it 1,000 square miles in Ontario and 800 square miles in Quebec.

This plan also shows the relationship of the Green Belt to the boundary of the old national capital district. You will note that in this Nepean sector, the township of Nepean, the Green Belt as proposed has flowed over the present National Capital District and without an adjustment in that particular area nothing could be done in that portion of the Green Belt, as the F.D.C. act would not apply.

Mr. Alan K. HAY (*General Manager*): There is another factor which has not been mentioned, a rather important one, the fact that the Federal District Commission may pass or not the plans for buildings or improvements by any other Federal government department within the national capital District. For instance, if the Department of National Defence or the Department of Transport sees fit to make some improvements at a remote area within this district, they must submit their plans to the F.D.C.

Senator CONNOLLY (*Ottawa West*): What about the same type of adjustment in connection with plans of the province or any municipalities within the area?

Mr. HAY: We have no control.

Senator CONNOLLY (*Ottawa West*): I wonder whether you exercise any influence.

Mr. HAY: We have done so, in respect of plans to the city of Ottawa and certain organizations, for instance, the Bell Telephone Company submitted plans to us a couple of years ago for some changes, purely on a voluntary basis.

Senator CONNOLLY (*Ottawa West*): Is there any way in which you could influence the building activity or location of properties and things like that within this area, that you could suggest, without over-riding municipal rights or provincial rights but at the same time having some kind of influence within the area? It does not seem to me that even if your boundaries are extended you are going to have any influence on people who are getting in there and who may use that land and therefore you are not going to accomplish such a great deal.

Mr. HAY: It would probably be only in the case of larger undertakings. If either province intends to do anything large in the area they would consult us. The provincial authorities in both provinces have been very cooperative. In the case of ordinary municipal improvements or private improvements, we really do not know what they are doing.

Senator CONNOLLY (*Ottawa West*): For instance, if there is a big industrial enterprise to be established on the Lievre or on the Mississippi, they could buy the land and go ahead and establish their enterprise and even if you had ideas about preserving the natural beauty, those ideas would not prevail?

Mr. HAY: That is quite correct.

Mr. LEDUC (*Gatineau*): I could give the experience of the last few years in my riding. With cooperation with those municipalities, the Federal District Commission has the power and the money and the personnel to prepare zoning bylaws for these municipalities in the F.D.C. area. Already on the Quebec side a good many municipalities have taken advantage of that. In south Hull they have zoning bylaws and they are controlling in exactly the way you would like to see things controlled in that area. Through cooperation and personnel, Hull West is preparing a zoning bylaw which will be submitted to the ratepayers. If all the municipalities would cooperate and have zoning bylaws, this would mean control over all the future construction in those municipalities. That is one of the advantages.

Mr. CARON: There would not be any interference from the F.D.C.: it would be just an understanding between the two bodies.

Mr. LEDUC (*Gatineau*): In the province of Quebec the bylaw voted by the ratepayers cannot be amended by the council. It has to be amended by another vote of the ratepayers.

Senator CONNOLLY (*Ottawa West*): How much of that kind of thing can be done effectively, in the view of the commission?

Mr. HALDANE R. CRAM (Assistant General Manager): In answer to Senator Connolly, in respect of cooperation with local municipalities, I may say that the F.D.C. Act, section 10 (c) says:

The commission may cooperate with any local municipality in the improvement and beautifying of the same or the vicinity thereof by the development, maintenance or the improvement of public parks, squares, streets, avenues, drives, thoroughfares, bridges or other structures in such municipality or in the vicinity thereof;

That is taken to include as well studies of zoning and so on as it is all involved in this matter of cooperation. In the past, we have cooperated with local municipalities. I remember that some years ago in Eastview, in the case of the building of the Kingsview Park Driveway in cooperation with the township of Eastview, they gave us the land for the roadway and it became part of the parks system. We have that power to cooperate.

By Senator Connolly (Ottawa West):

Q. I am sorry to take up so much time, but this is an important point. If the members of the committee do not wish to discuss it, well and good. You see development in some of the area that is obviously within the purview of the commission, what you might call rural slums. You see them along the roads, sometimes in beautiful parts of the country. It seems to me that such things as that frustrate the idea of a beautiful capital. That is the point I want to call to the attention of the committee for consideration. It is all very well to have a beautiful *Gatineau* park but if your entrance is through a slum it detracts very much from it. You can say that of course with reference to parts of the city, but just how far the commission has been able to influence the various municipalities to an appreciation of this problem I think we might well know, as we have to reach certain conclusions here and I think many of those conclusions would be predicated on that information?—A. The answer to that is that if it involves the spending of municipal money there has not been much in the way of cooperation from any municipality on slum clearance or anything like that. Unless we are willing to pay the sum necessary to carry out the good work it usually remains undone in those areas.

Mr. HAY: Maybe I could add that zoning can only go so far, but the condition Senator Connolly points out, and which obtains, results in the creation not only of rural slums but suburban slums. That is often brought about by inadequate building laws and lax enforcement. Possibly the municipalities could do more in that respect. On the boundaries both of the city of *Ottawa* and the city of *Hull* there are bad slums, fire hazards, growing up in both the *Rideau* River and the *Gatineau* River areas, and shacks are being built. If the regulations were well enforced that could not happen.

Senator REID: It was interesting to hear about the co-operation at *Eastview*. What co-operation have you had from other municipalities regarding town planning, as regards information you have here.

Mr. McDONALD: In Quebec the municipality of Hull itself, the town of Aylmer, the municipality of Hull west, the city of Hull, the village of Gatineau Point and the municipality of Templeton East—

Mr. CARON: And Gatineau Mills.

Mr. McDONALD: —yes. They all have at one time or another been very actively co-operating with the commission as they work out their town planning schemes and new zoning plans.

Senator REID: Name the one which have not cooperated.

Mr. COLDWELL: You did not mention Deschenes.

Mr. McDONALD: On the other side, the village of Deschenes is a noticeable omission, but it is very small.

Senator REID: What are they on the Ontario side?

Mr. McDONALD: The city of Ottawa has been carrying out a progressive number of zoning bylaws, but there is a great deal yet to be dealt with.

Mr. CARON: That is for Ottawa itself, but outside Ottawa, what kind of co-operation did you have in the different townships?

Mr. McDONALD: There has been nothing done in the town of Eastview. The township of Nepean has been giving some consideration to zoning bylaws which, if they are carried out as proposed, will not fit into the national capital plan development; and the township of Gloucester passed a zoning bylaw about 1947, which is out of date today.

Senator REID: Has the F.D.C. approached the city of Ottawa officially and asked for a zoning bylaw? It seems to me that the city of Ottawa should show leadership. If they showed leadership, you would not have a harder fight with the others. Have you approached them officially to pass zoning bylaws?

Senator LAMBERT: The report from which I read yesterday was submitted in 1947 by the Ottawa Planning Area Board, which is a provincial board. It made definite recommendations not only to the city of Ottawa but to the township councils as well. It pointed out very definitely the desirability of a zoning plan being adopted.

Mr. CARON: But very little has been done.

Senator LAMBERT: That has been pointed out very definitely.

Senator REID: It may be something which we would have a chance of asking the mayor about, when she comes to see us.

Senator LAMBERT: I want to ask if the inner line of delimitation keeps to the definition contained here in appendix 2.

Mr. McDONALD: Yes, it does.

Senator LAMBERT: Then your suggested line outside, marked in the orange colour, would mean if adopted that this section would have to be amended?

Mr. McDONALD: Yes.

By Senator Lambert:

Q. Within that area, any progress would depend on the co-operative tendencies and inclinations of the province affected or the municipalities affected. Therefore, you might say that the delimiting line is really an imaginary or academic line, which, if defined by the federal authority, would be subject of course to the policy of the government. It is not that there is no expropriation powers on the part of the federal body, but it would depend entirely on the policy of the government towards expropriating any properties represented within that area. That is right, is it not?—A. Yes. We have no influence whatever when you pass the yellow line. This just extends the sphere in which we can exert influence.

Q. So you are projecting that delimiting line as a desirable project from the architectural point of view, shall we say?—A. It takes in areas which we believe will eventually be of attractive scenic value in the national capital.

Q. Has there been any consideration of the increased cost in administration which may be incurred if that extra area is taken in?—A. There is no extra administration cost unless we get into a deal with a municipality to carry out some work.

Q. There is no extra cost in staff in putting that down?—A. No.

By Mr. Mang:

Q. Assuming that you are extending this line from 900 square miles to 1,800 square miles, you merely wish to extend your sphere of influence? Is that basically the idea?—A. Yes. It is not so much the sphere of influence as the sphere in which we might exert influence.

Senator CONNOLLY (*Ottawa West*): I wonder if we could go a little deeper into this matter. The ideal situation, if the Federal District Commission is to accomplish the purposes for which it is established, would be to have an area there in which the jurisdiction over all these things would be in the hands of the F.D.C. That is the Washington arrangement, but I take it the municipalities in the area resist the idea of divesting themselves of their autonomy. When you get outside the proposed Greenbelt and into the other area, you are dealing with rural municipalities, municipalities which are not too affluent, I wonder whether any consideration could be given to this idea, and whether it would be expensive. I am just suggesting it for consideration. If you get zoning by-laws passed by these municipalities, would it be of any help to accomplish the purposes you have, for the commission to assist in the policing of these by-laws? I know you will have to do the policing through the local authorities, but the matter of calling violations to the attention of the authorities perhaps might be done by some of your officials who might be empowered to do it by the local authority. I am looking for something which would be effective in the way of making the by-laws effective.

Senator REID: Senator Connolly's question raises in my mind just how far the authority of the F.D.C. should go and how far it should not be allowed to go. We set this up for Ottawa, the capital, and it is hard to tell where it will end if we keep on extending control. We will lose sight of the capital. If we take any capital city in the world, we will find that the capital has a certain limited range and they do not give a damn what is outside it. I am not saying we should act in that way, but here there is talk about policing municipalities outside the Green Belt. That raises the question of how far we should go. This might mean crippling the F.D.C.

Mr. LEDUC (*Gatineau*): Have you an idea of the size of Paris, the capital?

Mr. McILRAITH: It would not be 80 miles across. Perhaps it would be helpful here if we had the distance from east to west of Ottawa.

By Senator Connolly (Ottawa West):

Q. I wonder whether we could have some discussion on this point. These municipalities may want to cooperate—I do not know—and they may not have the resources to do so. If this is to be done from the point of view of the commission I think we should look at the practical point of view and I would like to see whether those municipalities should be given some help.—A. In the matter of policing, we can only do it at their request. There are things like that which may be are not very expensive and in which we could assist, either by using our staff or by asking the agencies we are connected with

to do certain things which would be of assistance to the municipalities and thereby get them working more closely with us. I think there is some hope, naturally, but, as you say, they are not wealthy municipalities. I grew up in that area and I know that if it goes to a matter of spending \$50,000 it is just out of the question.

By Mr. Richard (Ottawa East):

Q. I am going to suggest something like Senator Reid. We should take first things first. We have not started to even settle the problem of the old capital and heaven knows we cannot do anything about the Green Belt and now we are talking about going further out. We have not settled the problem right in the heart of the city, we have not any zoning bylaws right here now for that. We have no power, unless the municipalities agree to it, to do anything in the Green Belt. I come back to the same thing. We can approve plans or we can suggest plans, as we did before in parliament, but that is a unilateral matter, that is something we can agree that they should plan but in order to do something about it, that plan must be approved by other powers concerned. Otherwise, we have to acquire the area—and that is another question. I want to make it clear that you feel you have exhausted all the ordinary means, or the powers of cooperation with the city and with the municipalities in the Green Belt to try to arrive at zoning bylaws which would be effective for the purpose, instead of embarking on the expense of purchasing property and setting up what might be called a real estate office here which would curtail your capital activities otherwise in the meantime. You have a lot of other work to do in the immediate area of the capital. If you embark on the purchasing of land around the area it will be much more difficult to retain the necessary moneys for the commission and we need them in this area.—A. I admit the validity of your remarks there. On the other hand, this is something which is a very long term plan. We are called upon to think not only for this year or for five years but for what may be needed 100 years from now. It is tremendously cheaper to do many of these things now than to do them in ten years' time. Land which we could have bought ten years ago for some of these projects is now costing us at least five times what it would have cost then, if we could have gone ahead then and picked it up. This does not necessarily cost us anything at all. On the other hand, we foresee that we might have an influence in their district, if it comes within our sphere of influence.

Q. The purchase of land for particular projects is not the point. I suppose that is agreed. I do not want it to be said here by the municipalities and other authorities—maybe the provincial government or the municipal board—that everything could have been done if you had created a metropolitan area. That there was a suggestion for a metropolitan area in this district and we did not push the matter hard enough and as a result we spent a lot of money buying property and still did not attain our end.—A. I do not think the buying of property has anything to do with this. The McGregor Lake area has been in the national capital area for ten years and I do not think the Federal District Commission has ever spent ten cents in that area. If we have, I do not know of it.

Mr. LEDUC (Gatineau): That is right.

The WITNESS: We have had hundreds of square miles in that area and we have not spent a cent on them and we have no projects in regard to them. In the case of the two rivers, the Mississippi and Lievre, it places us in a position where, if necessary and if we can bend the municipality to our way of thinking, we might be useful. It is not going to affect our work around Ottawa here one bit.

By Mr. Mang:

Q. Should the committee not bear in mind something which was said here earlier, namely that, first, this is a very long term project and that might be emphasized; and secondly in answer to Senator Reid, while referring to other capitals of the world, it has been pointed out to this committee that this is a distinctive layout such as you will not find anywhere else in the world. Basing our thinking on those lines, I think we are pursuing along the right lines in extending the sphere of influence.—A. As regards areas around cities, I believe that Washington, Mexico and Canberra all have large areas of something of this nature.

By Senator Lambert:

Q. Under their jurisdiction?—A. Yes.

By Mr. McIlraith:

Q. I notice that you are getting into a new difficulty which has not been discussed. You have gone into a new area, the suburbs of Arnprior.—A. At Arnprior we are not extending. We have been right in Arnprior all these years.

Q. Surely we are getting into a problem which, even if it is more expensive, is not one which should be receiving the attention of the commission? Is not your problem basically that around the capital. Another industrial town 40 miles away is another matter. Could we not have a re-check on that? I do not want my remarks to be misunderstood, but the possibility of extending your influence in the immediate capital should not be jeopardized for the sake of what might be a very desirable extension into another area 40 miles away.—A. I cannot see how it affects our close-in program.

Q. Why is any township in Renfrew county going to agree to a zoning bylaw when you cannot get one in Gloucester and Nepean?—A. They are not suffering the same pressures that we here in the centre have.

MR. MCILRAITH: I am not sure of that when I see it while driving along the highway. They are suffering some pressure. However, we have a more important problem here in the capital and; I would like to see the main thing pressed, the immediate capital area.

MR. BLAIR: I find myself in agreement with Mr. McIlraith. Looking at the angle enclosed in the orange line I have wondered if it is not a bit ambitious. However, if you are not going to do anything about it and if it is only for the future, so that you can exercise some control over it, it may be all right. These municipalities have their own troubles and you will have some trouble exercising control over them. I agree with Mr. McIlraith that you have presently in the Ottawa district and within the confines of Ottawa sufficient to keep you going for the present. We have to think for the future and if that area enclosed in the orange line means that we are thinking simply of 100 years, well and good, but in regard to the rest of the idea I agree with Mr. McIlraith that there are so many projects here in the city of Ottawa which need to be cleared up that we should consider those as our primary objective.

MR. LEDUC (*Gatineau*): I know that the F.D.C. is rendering a great service to those rural municipalities by assisting them in preparing zoning bylaws. Those municipalities have not the means to hire planners to plan zoning bylaws for them. It is a great service that the commission is rendering to them. The municipalities on the Quebec side have felt that in the near future they will all have zoning bylaws. The city of Hull has a zoning bylaw and in the last two or three years all the slums were moved from Hull. Where did they go? They went mosting in the Gatineau area, to Gatineau Point and Templeton. These municipalities are caught with those slums because at that time they

did not have zoning bylaws to control them. If they had zoning bylaws at that time, those shacks would not have been erected on the Gatineau road. On the Quebec side, all the municipalities have an organization which is called the Metropolitan Commission. They are studying these questions and it is really a great service that the F.D.C. is rendering to those municipalities.

By Mr. McIlraith:

Q. Perhaps we could clarify one point. Would it be your intention, Major General Kennedy, assuming you have the larger boundaries spoken about this morning, to do most of your work involving the expenditure of money in the area presently within your jurisdiction?—A. Absolutely. We have no project involving the spending of money elsewhere. We have no project even on the drawing board or even in mind, for those areas.

Q. Or for any additional area which will be taken in?—A. No.

Q. That is fine. That is what was bothering me.—A. If some of those municipalities come along and say they want to have a zoning bylaw, we may say we would share in the cost. We cannot share that at the present time.

Mr. McILRAITH: I was wondering about the possibility of your being involved in doing works involving substantial expenditure, before you had done the urgent works in the central area. I agree that your cooperative influence should be extended.

Mr. BLAIR: That is the area within the yellow line.

By Mr. Coldwell:

Q. I agree that the assistance to the municipality in zoning is valuable but I wonder if the desire stems to some extent from what must be a sense of frustration regarding the centre of Ottawa. It seems to me that the F.D.C. has been caught in an impossible position here, with all these various authorities with whom you have to negotiate, so much so that the plan cannot be carried out. It seems to me that unless there is one authority it cannot be done. I think that public opinion should be informed of this and perhaps sometime public opinion will ask for a federal district here with authority to do the kind of thing which should be done in planning this national capital. I think the city of Ottawa needs to be replanned if it is to be a capital of the type we have in mind, surrounded by this beautiful countryside. I think we should be, if necessary, outspoken on this problem, as a committee. I have listened to the discussion since we began and I have missed only two sittings in part. I felt that this was a most frustrating job both for the commission and for this committee and that there was no real authority anywhere. The negotiations you attempt do not seem to bring results where we expect them to bring results, which is right in this central area of the capital. I know that I feel frustrated already, as a member of the committee.—A. I think you have touched on a point which is very close to us. It is the question that the planning being done is being done in the perimeter of the city and not in the centre of the city and that many things are being done throughout this area which possibly will frustrate our efforts and cause great expense later on.

By Senator Reid:

Q. On many occasions I have advocated in the house that we should take over and make a federal district. It is a great amazement that this great city of Ottawa has no planning bylaws to handle this great city of Canada. That should be told to the mayor and the council. They should be told when they come here.—A. In fairness, I think we should point out that they are planning and zoning of the outer areas where the pressure and the development is great.

By Mr. Coldwell:

Q. It is the outer area?—A. Yes, not the inner area.

Mr. McILRAITH: They have a financial difficulty, as have all municipalities.

Mr. WESELAKE: Even in the inner area, they could stop a lot of things happening which at a later date will be very expensive to correct.

Senator REID: Ottawa should do something about Bank Street. The development of stores outside has meant the closing up of store after store on Bank Street. Something should be done by the city about that. I counted ten stores vacant this morning, due to the development of great metropolitan stores where you drive your car in. The day of the small merchant has gone and Ottawa should realize it is time for that planning right now.

By Mr. Coldwell:

Q. There are also financial questions in the city of Ottawa in that regard. I wondered to what extent the activities of the F.D.C. have increased the amount of taxes in the city, the amount which the city derives from this investment. In the case of those properties along the driveways, I suppose the tax goes to the city of Ottawa. I would like to know the assessments and the taxes the city collects from those properties which abut the driveways. They must be considerable and that is a contribution which we are making to the city and part of our aid in financing the city. Perhaps the mayor will tell us when she comes.—A. For instance, when the cross-town tracks are converted into the Queensway, just think of the difference in the value of the property. Mr. Caron, you were mayor in Hull when we did the Lac des Fées Parkway there. I think it is true that every property increased by \$1,000 in value and therefore the assessment to the city must have gone up.

By Mr. Blair:

Q. Is it not true that the city of Ottawa has found itself in this position—I am not blaming them—on account of the indefinite regulations and divided authority, because it is mixed up with the F.D.C., that perhaps the city cannot go ahead in doing these things.—A. I do not think that other cities which are not a capital have done any better. It might be pointed out at this point that Ottawa has been the national capital now for approaching 90 years and most of the things like the railway situation have been in existence since that time and I do not think we can look to any new council to go in and change that.

By Senator Lambert:

Q. What would Ottawa have been like if the national capital had not been located here by her late Majesty Queen Victoria?—A. I think it would be comparable with Pembroke.

Mr. CARON: Milltown. Hull would be the big city.

Mr. RICHARD (*Ottawa East*): It is a good point for the city. In talking about needs and also about certain conditions in existence, there is also the question that the city has to get everything it does approved by the municipal board in the province of Ontario and any time it wishes to get anything done and it has to be approved by the municipal board, they hit some pretty tough spots.

The WITNESS: The brief continues:

(c) Power to abandon property expropriated under Federal District Commission Act.

Mr. CARON: In which way?

Senator REID: Have you any property under this condition which you cannot sell and you cannot abandon. You are asking powers to abandon property which has been expropriated. Have you any property which you would like to abandon?

Mr. McDONALD: What is requested is the power to abandon. That means that, having expropriated property, which is an arbitrary process of filing an expropriation notice in the registry office, we would like the equivalent powers, which other government departments have, of putting in a similar piece of paper so that the property can be abandoned. That is not sale: it is to dispose of the property as you expropriate.

Senator REID: The question is, have you expropriated property which you would like to abandon?

Mr. McDONALD: We can always dispose of property by sale, under permission which can be secured by order in council to do so. We have that power and there is no property at the present time of which we are intending to dispose.

Mr. CARON: This power was challenged in Quebec—the right to expropriate to resell. It has been challenged.

Mr. McDONALD: This is to assist us in our expropriations. It is impossible to be absolutely sure of the ownership of every property at the date of expropriation. There may be no registered sales on the property, so frequently we find ourselves in the position of having expropriated a property which turns out to belong to the Ontario Hydro or the Ontario Department of Highways. It may be land which we thought was in private ownership but which they have acquired. At the present time, we have to go through a cumbersome procedure of getting an order in council to dispose of that, say for \$1 by deed. What we are asking is authority or power to abandon it by filing a canceling order in the registry office which will cancel all or part of the registry for us.

Mr. WESELAKE: It is merely a procedure before the expropriation is completed. It is during the course of the proceedings?

Mr. McDONALD: Yes.

Mr. CARON: Not after the expropriation is through?

Mr. McDONALD: At the point it is registered in the registry office.

Mr. CARON: You might expropriate a property and use part of it. You feel the rest is of no use to the commission and you want the power to abandon the rest of the property?

Mr. McDONALD: To the former owner. It is to get it back to him.

Mr. CARON: It may be worse if it is only part of the property you turn back. It may be a good thing if he got the whole of the property back but if you turn back the worst part it may be no good to him.

Mr. McDONALD: There are legal provisions for compensation for abandonment, just as there are for expropriation. Compensation can enter into that phase of the proceedings.

The WITNESS: As an example of the position we are in, if the case of the Canada Cement Company in Hull were explained, it would clarify it.

Mr. McDONALD: In 1947, lands belonging to the Canada Cement Company were expropriated. Subsequently it turned out that all the Canada Cement lands which had been expropriated were not required. It was the Department of Public Works which had the powers and did the expropriation of the

Canada Cement lands, but the public works department abandoned the property which was no longer required and at the present time conversations are under way with the company to compensate the company for this abandonment procedure.

Mr. RICHARD (*Ottawa East*): I think we are getting to a very serious point there about expropriation. Under the Expropriation Act, immediately the plan is filed the property is the property of the crown. That has been done a lot by the Department of Public Works and by the federal government in this area and other areas. I recall a story in regard to lands in this city which were expropriated 20 or 25 years or more ago by the crown and for which the compensation never has been paid and where the property has never been abandoned. So you would have similar powers under this provision. I think you have them now under the Expropriation Act in regard to the power to abandon, but my point is this: it is hardly fair to file a claim against a property; you could do it over a wide area, and then decide later that you do not want that property at all. You would be able to inform the people in an area, "We will abandon, and will compensate you for whatever loss there has been, under the Expropriation Act"; but for 25 years from now you can maintain control of that land if you want to without spending one cent and the owners are not the owners any more since you filed the plan.

Mr. McILRAITH: Is there any objection to a time limit to your right to abandon?

Mr. McDONALD: I would think that a time limit on abandonment would be quite acceptable to us. We know, very shortly after we have acquired the property, whether this kind of adjustment which we are talking about would need to be made, so that a time limit would not cause difficulty to us.

Mr. MANG: Do you wish to simplify the process of abandonments through this? Is that the idea, so that it does not extend over a period of time?

Mr. McDONALD: That is correct. We do not have the powers to abandon under the F.D.C. Act. Although our government agencies who are expropriating have the power of abandonment, it was omitted when our act was set up.

Mr. MANG: For example, the Canada Cement deal began in 1947 and is not clarified yet.

Mr. McDONALD: We have abandoned nearly all the land which we will be abandoning in connection with the Canada Cement.

Mr. MANG: It has not been finalized?

Mr. McDONALD: No.

Mr. MANG: And what you want is a procedure that will facilitate the settlement?

Mr. McDONALD: It is not quite the same thing. The process of abandonment has no relationship to the negotiations for the payment of compensation. It is a legal process whereby land is disposed of in the same way that it is expropriated.

Mr. RICHARD (*Ottawa East*): Under this proceeding you could take over the whole Greenbelt and abandon later whatever you wanted?

Mr. McDONALD: Yes. It could be used that way.

Senator CONNOLLY (*Ottawa West*): You have no power of expropriation in the F.D.C. Act—have you?

Mr. McDONALD: Yes.

Senator CONNOLLY (*Ottawa West*): Is that power there?

The WITNESS: Yes. Our powers are different from those in the Expropriation Act, in that we have first to make an offer, or a bargain, before we can expropriate.

Senator CONNOLLY (*Ottawa West*): What section is that?

Mr. CRAM (*Assistant General Manager, F.D.C.*): Section 16 (2). Perhaps, Mr. Chairman, we can explain this in two ways. Under the F.D.C. Act we have the power to expropriate the land after we have the refusal of the original owner. Later on, when we do expropriate, we use the provisions of the Expropriation Act of Canada; but when they prepared the F.D.C. act originally they did not provide a section in here whereby if, by some mistake, we had expropriated a piece of land we could hand it back. In the case of the Canada Cement Co. that was handled by the Department of Public Works under the Expropriation Act of Canada, which provides for abandonment under certain conditions. What we are trying to do now is to have our act brought in in a way in which we can properly use it, if we are to continue to expropriate under the act. If we had a refusal to purchase we could apply the provisions of the Expropriation Act, and then, if for some other reason we wanted to abandon the land, we could do it.

Senator CONNOLLY (*Ottawa West*): You propose an amendment, in effect, to section 16?

Mr. CRAM: Yes.

Senator CONNOLLY (*Ottawa West*): To bring it in line with the provisions of the Expropriation Act.

Mr. CRAM: Yes.

By Mr. Richard (Ottawa East):

Q. And you would agree to a time limit?—A. Yes. We would agree to a reasonable time limit.

Q. I want to make it clear that you could, under this procedure, take the whole Greenbelt and abandon whatever part of it you found that you do not want.—A. We have no thought of using it in that way. It might happen that something would occur, after the plan is made, which might make it necessary in order to save money to change the location of a highway. That has happened to us on the Rideau river. We had land under expropriation there and the city was putting water services into it, and the value of the land increased the moment the services were put in. We relocated the road. We wanted then to take back that land, and the people from whom we expropriated wanted it back. This gives us that authority.

Q. The time limit is important.—A. Yes.

The Presiding CHAIRMAN: Section (d).

(d) "Power to retain and spend money from casual revenues of any kind."

By Mr. Caron:

Q. That conforms to section (a). You want parliament to vote yearly the amount you need for expenditures?—A. We are suggesting that our revenues be applied against this immediately. We have to get permission of the treasury to use the money for that purpose.

Senator CONNOLLY (*Ottawa West*): What section would have to be amended in order to grant that power?

Mr. MARCEL COUTURE (*Chief Accountant*): It would have to be a new section. The act should recognize the existence of the revenue, first of all, and then give us the right to spend it.

By Mr. Richard (Ottawa East):

Q. A few moments ago when we were talking about abandonment, you said you are still proceeding by an offer and refusal before taking property, and

later you wanted power of abandonment put in this act so that you will have power to just file a plan and a notice of expropriation, the same as is done by the Department of Public Works?—A. Actually, I did not realize that I was conveying that impression. What I meant to say was that the present act requires us to negotiate before expropriation. We are asking now that we be given the same powers as the other agencies of government have.

Mr. HAY: That would not preclude us from adopting, in many cases, the present system. We would still use the present system quite a lot.

By Mr. Richard (Ottawa East):

Q. I can quite understand that, in a wide area, you cannot negotiate with 100 people, and then apply the plan.—A. We do not want to expropriate if we can deal otherwise; if we can buy by negotiation, that is our policy.

The Presiding CHAIRMAN: We will now proceed to section (e).

The WITNESS:

(e) Power to expropriate real property for parks or any other purpose specified in the F.D.C. Act, without first having to obtain the refusal of the owners.

That is where we are asking not only for this power to act, as has any other department of government in the matter of expropriation, but are also asking that it be made clear beyond any doubt that we have the authority to purchase for parks.

Senator REID: That is quite a power.

Mr. CARON: That has been challenged in the province of Quebec. I do not think we should agree to that.

Senator REID: It is quite a power to be given to a board, that they can go and say, "Get out; we have taken it over."

Mr. WESELAKE: In effect, you are asking for deletion, in section 16, of the words "And if the commission is unable to agree with the owner of real property as to the price to be paid therefor"?

The WITNESS: Yes.

By Mr. Caron:

Q. You do not want to be obliged to go to an order in council. You want to be able to deal with it without going through that procedure?—A. Yes. I may say that if the F.D.C.'s idea here for the national capital plan is adopted, and we have to carry it out, there are some places where we will have to expropriate. We have in mind right now the case of one fellow who has completely blocked our development of the Gatineau parkway unless we expropriate. He just will not consider any figure which we feel has a relative value to his property. We do not feel that this plan should be held up by an individual of that sort. We are not trying to steal property from anybody, but we do not want to be completely blocked out by some person who just will not deal.

Q. Would it not be advisable, before we pass this, to advise the attorneys general of the provinces of Quebec and Ontario and ask the government to place that before the Supreme Court for a ruling?

By Senator Lambert:

Q. I wonder, with respect to the point raised by Mr. Caron, if one of the law officers of the Department of Justice might give an opinion on this.—A. We have an opinion on that.

Q. I know you have. I was going to suggest that you ask for an opinion, having in mind the case of the Temiskaming and Central railway, which was decided upon.

Mr. CARON: We know, if the federal government wants to build buildings such as office buildings anywhere, that they can expropriate; but when it comes to parks we believe that they do not have the right to do so. If it were placed in the Supreme Court, with the solicitors general of both provinces giving their points of view and there was a decision, then it would be finished.

Senator LAMBERT: I was going to raise the particular point that it would be interesting to know, in the operations of the commission, how much property has been expropriated and how much property has been purchased. The location of the property is not important, but it would be interesting to know just how much has been acquired in Ontario by expropriation and how much has been acquired by purchase; also the same for the province of Quebec.

Mr. McDONALD: Mr. Chairman, about 95 per cent of the land which has been acquired in the Gatineau park area has been purchased. In the province of Ontario about 90 per cent of the lands acquired were expropriated. However, I think I should make this point, that of the expropriated parcels in Ontario and in Quebec, amounting to some 1,060, there has been only one case which has already gone to the Exchequer Court for settlement, and there are not likely to be more than about 15 cases go to the court out of that 1,060. In other words, notwithstanding the expropriation, there have been amicable settlements in respect to about 99 per cent of the properties with which the commission has been dealing.

Mr. RICHARD (*Ottawa East*): I wish Mr. McDonald would point out that in the case of Ontario in almost 99 per cent of the cases the people were individual owners of homes and that the settlements were in the nature of something below, let us say, \$15,000. These people, as I have pointed out before, are not in a position either to follow the proceedings or to undertake the expense. The expropriation proceeding is one of the most expensive types of litigation. In expropriation you need experts and good lawyers, and you cannot get the experts and the good lawyers unless you have an awful lot of money; probably when the amount involved is only \$12,000 or \$15,000, or less, it does not warrant that expense. I understand that you have been more successful where the price of the land is small, but that in the cases where the values are high, those people are willing to go to the courts.

Senator CONNOLLY (*Ottawa West*): In other words, most of them had to have the money to buy a new house.

Mr. RICHARD (*Ottawa East*): In fairness to the commission, I understand that where the homes are obviously good and the people consent to stay in them, I think that the commission pays 5 per cent of the taxes. I think that part of it is a good bargain.

Senator REID: I have always felt that we should be very careful about giving a government department the powers of expropriation. I am thinking, at the moment, of one case which occurred recently in the city of Vancouver. It was just shortly after the Central Mortgage and Housing Corporation came into effect under the direction of Mr. Mansur. They were taking over some property in Vancouver for a building there, and the reason they gave for taking over this particular person's property was that he had two lots and they said that he should not have two. He stood them off by standing in the road and stopping the plough from coming in. I have always viewed with great concern the powers of expropriation. It is in the public interest that we must give this very serious consideration. I will have to give a second thought to this power before I will agree to it. That case happened and I

remember fighting it out with the minister in private. They said that he should not have two lots. He had one lot and they were taking the other away from him.

Mr. McILRAITH: Mr. Chairman, there is one reason why the Federal District Commission needs the power of expropriation, and that is to prevent big schemes being blocked unreasonably. There is another reason. In an area where there are many small lots, there are some in this area within the city area where the lots are 25 feet by 100 feet, it is not possible to negotiate on that size of a proposition if you are taking in any size of an area in toto. It is necessary that the property be vested in the crown by some single act. I think the commission needs the expropriation power.

There is another matter, however, that causes some concern; that is the Expropriation Act itself and the Exchequer Court Act. They do not give sufficient protection or authority in the matter of payment of costs and there is a bit of a problem, under the procedure under the Expropriation Act, for the small owners. They simply cannot afford to pay the necessary costs to file a case in the Exchequer Court, and the commission or crown authorities, in negotiating the settlement, do not have authority to allow for these costs as such. There is a bit of a difficulty in the legislation there. However, that is quite a separate thing to giving the F.D.C. the power to expropriate. There is, of course, one other difficulty which causes some concern, and that is the slowness of the procedure. The F.D.C. has been trying to clean up the expropriations and have made a real effort in the last two years. I think they have accomplished a great deal, but there has been room for criticism on the grounds of slowness of procedure in cases where expropriation has been delayed for as much as 10 years. I think that it is an embarrassment to everybody, and is wrong. I do not believe that there has been any complaint in the last two years at all on that score, as far as I know.

Perhaps this committee should consider here, in giving this power of expropriation—which I submit should be given—the expropriation procedure and the Expropriation Act. That is another question but I would suggest that the steering committee have a look at it. I personally would favour an examination of it because I think that act needs to be improved and brought up to date a bit.

Senator CONNOLLY (*Ottawa West*): The commission itself has to take that law as it finds it.

Mr. McILRAITH: Yes, the commission is bound by that act and it may be that the committee should look at it. We should not confuse that with the question that agreement should be given to grant expropriation.

The WITNESS: We have to apply the Expropriation Act, but we do feel very strongly that the national capital plan should not be too frustrated by some individual sitting in our path.

Mr. RICHARD (*Ottawa East*): Expropriation is necessary in some cases. The commission does not have the power to tell the Department of Justice that they should inquire into the Expropriation Act, but I feel that this committee should make a suggestion to the Minister of Justice, because I have suggested for two or three years in a row, that he should revamp the Expropriation Act and the Exchequer Court Act to facilitate proceedings in the case of the small owner and give more equitable compensation.

There is another point. We are getting into a triangle between the Privy Council, Department of Justice and back to us, and things get bogged down in the Department of Justice. Everything must be approved by somebody in the Department of Justice, and when you inquire you get the answer that the thing is in the Department of Justice somewhere. I would hope that this

committee could recommend that the commission could negotiate more satisfactorily and more quickly without the Department of Justice.

The Presiding CHAIRMAN: Section (f).

The WITNESS:

- (f) Power to acquire and hold excess real property for sale, upon enhancement in value following the carrying out of a project of development.

By Mr. Coldwell:

Q. This raises the point which I brought up earlier.—A. I may say that in many instances we are buying and holding pieces of property because the engineering work has not been done on it and it is sensible to do so. We do not have the right to resell that and are asking for the right to resell the excess properties which we may have bought.

Q. For example, when the Island Park drive was developed, had you had the right to buy the abutting property, which you had not, it would have brought a tremendous amount of money into the federal district?—A. Yes.

Q. Whereas, I suppose, it was made by speculators?—A. Yes.

Q. And since then assessments have accrued to the city of Ottawa and this is to meet a situation of that sort, say with respect to the Queensway or something of that type. I think it is a very wise thing to do.

The Presiding CHAIRMAN: Are there any further questions relating to that section?

Senator REID: The wording is not very clear.

The WITNESS: I may say that in developing this brief we had not applied for legal advice as to the wording. It is an intent which we are trying to convey rather than make it a legal document.

The Presiding CHAIRMAN: Section (g).

The WITNESS:

- (g) Power to acquire real or personal property to the value of \$50,000 without approval of the governor in council. The present limit is \$5,000.

I would ask Mr. McDonald again to explain the necessity for that.

Mr. McDONALD: Mr. Chairman, the purpose of this is to expedite the acquisition of lands in areas where speculation is very heavy. At the present time in order to acquire a property of say \$10,000, an order in council has to be secured, which is a comparatively slow step, and in the meantime the property may have changed hands once or twice or three times. It is merely a step to take care of emergent situations.

Senator CONNOLLY (*Ottawa West*): How long would it take to get an order?

Mr. McDONALD: From two weeks, up.

Mr. RICHARD (*Ottawa East*): If you had had that power years ago all these little homes for \$12,000 which were expropriated might have been negotiated for right away?

Mr. McDONALD: It would have been possible in some instances.

Mr. RICHARD (*Ottawa East*): Would that not also depend on whether you had the finality within your department to make evaluations yourself? You actually do not have the power of settlement of evaluations?

Mr. McDONALD: No. We are not organized in that way. We have relied on agents for our evaluations.

Mr. RICHARD (*Ottawa East*): Do you not think my suggestion is good, that at this stage you have reached you should have your own evaluators, and that

when you are dealing with the owners of these small places it would be much easier if you had your own evaluators in your own department?

Mr. McDONALD: I think the answer is no.

The WITNESS: I think that we would like to rely on outside advice on evaluations because if we are in a tight argument or have a very wide difference of opinion as to the value of a piece of property, we sometimes bring in as many as four agents who give evaluations to make sure that we are not undervaluing a building.

Mr. RICHARD (*Ottawa East*): I can understand that you have to negotiate and sometimes find that your evaluation is quite different from the evaluation of the owner; but, as an initial step, I was wondering if it is necessary at all times on small properties to have expert outside evaluators, and whether your own might do a good job, and that you would only rely on outside evaluators when you had a real difficulty in arriving at a settlement?

The WITNESS: It means developing more staff which we are trying to slow-down. If we start to buy the Greenbelt, then we would be in a different position; but, by and large, the bulk of our property, or over 95 per cent of our property, has been bought. Unless we buy the Greenbelt I do not think we should start with a new branch in the commission to look after the evaluation of property.

By Senator Lambert:

Q. Does this recommendation relate to the Greenbelt property?—A. Not necessarily, no.

Q. If this is limited to \$50,000, does that apply to just one individual transaction?—A. Yes.

Q. Then it would be quite possible for you to have several?—A. Yes.

Q. It would be power to spend \$50,000 for a purchase without going to the government at all?—A. Yes.

Q. I think that there is a danger there.—A. Before we can close any of these things we have to go to the Privy Council for approval. They veto these things. We bring them to a point where we have made an offer and have come to an agreement, but then we have to submit all these things.

Q. The point I am making is that instead of one for \$50,000 you might have ten for \$5,000.

Mr. McDONALD: This section was designed to take care of the individual parcel. It was not the intent of this section, where a major project is required, to avoid getting an order in council. It is only with respect to a small parcel which might be contiguous to an approved project. It was not intended to obviate the need for obtaining the approval of the governor in council for major projects which would be undertaken under the master plan development.

Mr. RICHARD (*Ottawa East*): Under that, you could acquire a \$200,000 property in four steps?

Mr. McDONALD: Yes.

Mr. GOUR (*Russell*): The question of appraisals is not settled yet in my mind. I appreciate the way you are doing it now when you have more than one appraiser. I know of cases where there have been two or three appraisals by people of recognized knowledge and my people have been satisfied that the appraisal is done in the right way. I do not think that we should ask them to increase the staff by hiring appraisers. It is more expensive. I prefer it the way it is now; when we are not satisfied with your prices you send in three appraisers who are qualified people and we find that the offer you make to our people is reasonable.

The WITNESS: I might say that in some cases we even bring in an appraiser from Montreal.

Mr. RICHARD (*Ottawa East*): Could Major General Kennedy give us a figure from 1945 to last year as to the amount of money paid to outside appraisers and evaluators—the total figure?

Senator REID: I was going to move that we adjourn.

By Senator Connolly (Ottawa West):

Q. Why did you pick the figure of \$50,000?—A. I think it is because we want to be able to deal with the average property which would be under \$50,000, say, \$20,000 or \$25,000, which would cover the vast majority of the cases where this needs to apply.

The Presiding CHAIRMAN: We will adjourn until 3.30 this afternoon.

AFTERNOON SESSION

3.30 P.M.

The Presiding CHAIRMAN (Mr. Dumas): Gentlemen, we have a quorum. Before we proceed with section (h) of the first group of recommendations, I wish to report that distribution has been made through the post office of a brief presented by Mr. Watson Sellar. Each member of the committee will find a copy of the brief in his mail box. Mr. Sellar is presently in New York but is expected back in Ottawa in the early part of May when he may appear before us if the committee so desires. It is expected that by tomorrow it will be possible to make a similar distribution of the brief in French to be presented by the city of Hull, in its original French text. It is expected that the English version will be ready late tomorrow. It is being translated into English at present.

Mr. CARON: What is the last day for briefing?

The Presiding CHAIRMAN: The last day for filing briefs is May 1, but I think we will have to be very lenient about that date.

Senator REID: Is there any brief by the city of Ottawa?

The Presiding CHAIRMAN: Not yet, but we have been asked to wait until about the 16th of May, when the brief will be ready. We shall proceed with section (h).

Major General Howard Kennedy, M.C., C.B.E., M.E.I.C., F.E., Chairman, Federal District Commission, recalled:

The WITNESS: The brief continues:

- (h) To provide for recommendation to the Governor in Council for the measure of financial assistance, if any, which should in the national interest, be extended to any public authority, railway or person undertaking a public improvement of national significance in the National Capital District.

It may be difficult to see what we are driving at there. For instance, the Engineering Institute last fall wanted to put up—and did put up—a monument to Colonel By, and this would empower us to assist, if we felt it was a good measure. That is the basis of the request. We have no authority to spend on such a thing at present. At one time I was approached to see if a certain body could set up a little park in one of the wood-lots, in remembrance of one of the former members of the commission. Those people wanted to know if we could share in it. The project fell through so the question did not arise. It is a question of our being authorized to spend money on anything that we

decide to be in the interest of the national capital. The F.D.C. then would have the right to recommend to the Privy Council that we share in it.

Mr. CRAM: In addition to what Major General Kennedy has stated, there is also the idea of implementing the text of vote 809 (h) of 1948, which is indicated on page 48 of the F.D.C. brief. Under this section would be provided

these payments we make to the city of Ottawa for financial assistance in the case of large scale water sewage systems. As a matter of fact, this amendment was proposed by the Auditor General.

Mr. CARON: This section 6 is proposed by the Auditor General?

Mr. CRAM: That is right.

Mr. CARON: Even with an order in council you could not get a permit to help any organization such as the Engineering Institute of Canada?

Mr. CRAM: Apparently we have that power, but the Auditor General feels it should be substantiated by an amendment to our act.

Senator CONNOLLY (*Ottawa West*): Section 10 (b) in the act does not cover it, Mr. Cram?

Mr. CRAM: Apparently the Auditor General believes it does not and he considers that this amendment should be made. It would also cover any addition to or any assistance rendered to municipalities or assistance to an individual or to an organization such as a railway. We do not foresee at the present time that that would happen, but we wish to provide for any possibilities.

Mr. RICHARD (*Ottawa East*): Would that allow you to follow on paragraph (d) for the recommendation of sports and games? We may be able to get a stadium and get the Grey cup back to Ottawa.

The WITNESS: The brief continues:

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- (i) To provide for the acceptance of gifts of property or money for any public purpose within the ambit of the Federal District Commission Act.

By Senator Reid:

Q. Have you received any offers of gifts of property?—A. Yes. As a matter of fact, that would to some extent apply to something I mentioned before, people wishing to give us a small woodlot in commemoration of someone.

By Mr. Caron:

Q. Has it happened before that someone wanted to make a gift?—A. It was discussed. After discussing it with me this particular project was discouraged by me for the fact that it implied a continuing expense in the maintenance of it, a thing which we were not ready to handle. They were willing to spend some money to provide a memorial but they did not want to have the cost of upkeep of it forever.

Q. Is the fountain near the Laurier bridge a gift?—A. That is the Colonel By memorial. That was financed by the Engineering Institute of Canada with the aid of the Historical Society in the city.

By Mr. Mang:

Q. Is the memorial at Kingsmere a gift?—A. The gift was not made to the F.D.C.: it was a gift to the nation.

Mr. MANG: I come from Saskatchewan and I was not familiar with the city of Ottawa.

By Mr. Coldwell:

Q. Where did the fountain come from?—A. It is made up of two fountains which were set in front of the National Art Gallery in Trafalgar Square in London. They were designed by Barrie, the architect of the Houses of Parliament, and they have been there for 100 years or more. They were shipped over here to the National Gallery and the National Gallery made them available to us. There were two of them and they were badly damaged both in the blitz and in the shipment. We made one complete fountain out of the two, which were identical. We consider we were justified in doing the landscaping around there, for the reason that it fits into and is an embellishment of that part of the city.

By Senator Reid:

Q. I do not think any one would object to accepting gifts of property.—

A. We did not expect objection. The brief continues:

(j) Power to dispose of real property not exceeding a value of \$10,000 without having to obtain the authority of the Governor in Council.

I would ask Mr. McDonald to explain that.

Mr. McDONALD: This ties in with the abandonment which we were talking about earlier, the abandonment arbitrarily going back to the former owner. In this case, it is the disposal of land to any person who might or might not be the former owner. We are suggesting this in order to clear up slight boundary difficulties of our park system where we could conceivably dispose of a half acre, which would be very valuable to the adjacent owner to fill out his holdings, and set out an adequate street system, and the property is of no value to us, and we are asking for power, where the land is of less value than \$10,000, to take that step without reference to the Governor in Council.

Mr. RICHARD (*Ottawa East*): That would not apply to any other property, expropriated property?

Mr. McDONALD: This would apply to property which we had acquired by expropriation and settled with the owner.

Mr. RICHARD (*Ottawa East*): Have you no power to sell at this time?

Mr. CRAM: In our Federal District Act we have in section 10 (e) this provision:

The Commission may, subject to the approval of the Governor in Council sell any real property of the commission not being a portion of any public park or square, street, avenue, drive or thoroughfare, that is not required for the purposes of the Commission.

In other words, if we have acquired land for some development and subsequently we find there is a small piece here and there which we do not need, we have power under this to sell it, but we have to obtain the approval of the Governor in Council to the sale. We want to make it so that we can sell any piece of that character without having to go to the Governor in Council. If we had power to sell a piece of surplus property worth not more than \$10,000 it would be greatly to our advantage. That is the intent of the recommendation.

Mr. CARON: What was the intention when the first regulation was fixed? Why was that restriction put there? Why did they ask the commission to go to the Governor in Council to get authority in that case?

Mr. CRAM: That is a different matter. We were asking the power to go out and buy land, knowing that we wanted to sell it in the future, after it had enhanced in value, but it is a different category to that here. At the present time we can dispose of property which is surplus to our requirements, but we

do not go now and buy property which we definitely know we are going to sell later on, because we have not power to do that. That is the power we are asking for.

Mr. CARON: Is it necessary to buy more than you need?

Mr. CRAM: It is, if you want to sell it later on, if you want to buy sufficient to be able to recoup the crown. Take the case of Island Park Drive—if we had had the power there to buy all the land we would have been able to recoup to the crown the whole cost of Island Park Drive. That is why we want this now.

Mr. RICHARD (*Ottawa East*): Where have you got the power now?

Mr. CRAM: We are asking for power.

Senator CONNOLLY (*Ottawa West*): I want to ask a question or two here, to know exactly what we are required to consider. It seems to me that if recommendation No. 1 (f) is granted which is the power to acquire and hold excess property and later to sell it, all this really means is that the commission seeks authority when it is selling any land less than \$10,000 to do so without applying to the Governor in Council.

Mr. CRAM: Yes.

Senator CONNOLLY (*Ottawa West*): That is really all that means, because if it is under \$10,000 whether it is land you thought originally you were going to buy for use or whether you bought it having resale in mind, you would be able, if you got this power, to dispose of it?

Mr. CRAM: Yes.

Mr. RICHARD (*Ottawa East*): I suppose the same would apply as in the case of section 9. You could sell \$50,000 worth of property in that way, in five different operations.

Mr. CRAM: Yes.

Mr. RICHARD (*Ottawa East*): How much property have you acquired which has been resold since 1945, say?

Mr. McDONALD: About five parcels, amounting to approximately three acres.

By Senator Reid:

Q. What do you visualize in the future?—A. I think it is wise to mention at this point that where we have been buying land on the outer periphery of the city for driveways, we do not know where we are going to have the driveway, as we have not laid it out on the ground and do not know the exact location. We have gone ahead and bought a whole chunk of land and when the driveway is finally located—it may be some years—we will have excess property. We bought 60 acres, to use 20 acres, and we want the power to sell the surplus.

By Mr. Richard (Ottawa East):

Q. That is where the owners are complaining, that had you bought only what you needed they would have had the benefit of the property for the next 30 or 40 years.—A. It is a kickback, that if we let out the exact line of property, then everyone knows where to buy the next piece of land, to shut us off.

Mr. McILRAITH: It is one thing to recoup the cost of the expenditure, but it is a nice point of principle, as to whether it is the function of any government agency to take property from a citizen and use that property to make a profit out of it, instead of leaving it to the one who originally owned it—unless the crown agency wants to use it itself. There have been two explanations

given in this—one involved the use of excess land and that is quite clear, but the other involved a difference in principle altogether, that of buying land to make a capital gain out of it for the purpose of recouping the expenditure. I do not think that is quite your intention and I would be glad to have a little more explanation on that point.

Mr. HAY: There is a concrete example in the construction of the new railway line. In doing that, we also bought a considerable amount of excess land suitable for the use of industry. We hope to put industry in there which may be displaced by some other operations or put some other industries in there as the years go on. If we had left that land in the possession of the former owners and they had made the gain, the gain was made possible by our railway operations, spending \$2 or \$3 million on the land in order to build the railway and we say that that made that land valuable.

By Mr. McIlraith:

Q. Was that your purpose in controlling that, to have the land available for industry?—A. Yes, I look upon that as a by-product of the actions where we are carrying out now. That is what this is for.

By Mr. Mang:

Q. The recouping part is incidental and is not an object?—A. It is a by-product.

Mr. COLDWELL: If it were the object, would that be wrong, if a community creates the value, why should they not receive the value?

Mr. McILRAITH: The individuals create the community to do the things for their benefit. That is the method of organization.

Mr. COLDWELL: It is not the community, but the group of individuals. Should not the group of individuals see some benefit from the enhanced value of the property?

Mr. McILRAITH: They do get it, from taxes.

By Senator Lambert:

Q. In this case it is the citizens of Canada as a whole?—A. We are the representatives of the people of Canada rather than of the individual.

Mr. McILRAITH: There is one statement on the record which was capable of one construction only, that was, that you are going into the land business to speculate and make a profit instead of the individual land owners. I was quite sure that was not the intention of the commission and I wanted to pursue that point in order to get further clarification.

Senator LAMBERT: There is a point which naturally occurs to one in connection with this subject. It was stated earlier that land property acquired in the Gatineau Park highway was 95 per cent secured. Just how were they secured without this provision?

Mr. McDONALD: All our land in the Gatineau Park, with minor exceptions, has been acquired by purchase.

Senator LAMBERT: Yes, by purchase, without advertising ahead of time. I know one particular case where the former chairman of the board purchased it himself and it was turned over to the commission later. We are going to proceed on the basis that there is an unlimited amount, up to \$50,000, appropriated to the commission for buying property in the Green Belt or anywhere else and at the same time we are going to try and describe the delimitations of that area and it seems to me that you are inviting an advance in price in that area right at once. There is something to be said for the technique of

operation in connection with the acquiring of properties for the people of Canada. Otherwise, as Mr. Richard has been trying to emphasize, his contention is that you are sacrificing something. You can go pretty quickly from one extreme to the other. If you try to set everything down in black and white as to what you are going to spend and what the limitations are going to be, it would be an open invitation to people. You may have to appeal to the Exchequer Court on a lot of these things.

Mr. RICHARD (*Ottawa East*): It is known in a general way what the delimitations in the plans are, by those interested at present.

Senator LAMBERT: They are defined in the act, but the definition does not outline the boundary now. The suggestion is that it may be made larger. As to whether it is or not, I think the problem of acquiring the land in the possession of the country through the F.D.C. is quite a point.

By Mr. Coldwell:

Q. This morning it was said there was a piece of property on the Gatineau Parkway and if that had been bought several years ago its value would have been less than now. Why is it being held? Is it being held in the hope that the improvements will increase the value? Who is the property owner?—A. I would like to ask if it is wise for me to answer that.

By Senator Lambert:

Q. It is a private individual?—A. It is a private citizen. I would not want to—

Q. It might complicate the situation?—A. I would not want to give it out publicly. I would be glad to give it privately.

Mr. COLDWELL: I would rather not have it privately. I would rather have it publicly or not at all, as I would not like to have the responsibility of saying who it was when I got it privately.

By Senator Reid:

Q. During the operations, have you found any instances where you are getting a piece of property and where you were interested and wanted to sell it later and some person other than the owner acquired it? If the state or the F.D.C. made a profit, I do not think there is much protest, but there could be a protest if that property were sold to someone else than the former owner, who saw that other person cashing in on the value of the property?—A. I do not know of any instance where that occurred. I cannot think of such a case having occurred.

Mr. RICHARD (*Ottawa East*): It could not happen before?

Mr. McDONALD: There is one instance where a 50 acre farm was acquired by the commission and about 49 acres was required for the parkway. One acre was disposed of at a slightly enhanced value to an adjoining property owner.

The WITNESS: Was there any protest on the part of the original owner?

Mr. McDONALD: None whatever.

Mr. CARON: Was it offered first to the original owner?

Mr. McDONALD: No, it would have been absolutely useless to him.

The WITNESS: The brief continues:

2. Finances of the Federal District Commission

(a) Operating, Management and Maintenance Funds

That the present arrangement of financing administration, management and maintenance of the work of the Commission by annual Statutory Grant of \$300,000 plus a Vote or Votes of Parliament, be

superseded by a single appropriate Vote of Parliament. This would prove more elastic and avoid the necessity of frequent amendments to the Federal District Commission Act by Parliament to raise the amount of the Grant as the responsibilities of the Commission increased with the expansion of National Capital developments. Separately is a study and statement of expenditures for the last five years for administration and maintenance purposes from which it is indicated that the Commission will require for the fiscal year 1957-58 a Vote of \$1,200,000 for these requirements.

(b) *The National Capital Fund*

This fund is used for capital expenditure under the National Capital Plan. It was established with the intention of providing ten annual installments of \$2,500,000 over ten-year period 1948-1957.

(Page 97)

Studies of the expenditures and commitments made for the first ten-year period, and the estimated cost of projects planned for the next ten-year period indicate that the Fund should be increased, partly to meet the differential between 1948 estimates and present day increased costs; and partly to increase the pace of development of the Capital as proposed in the Master Plan, if faster implementation of the Plan is considered desirable by the Committee.

Due to rising costs of development work, the Commission considers that increasing the annual payments into the Fund from \$2,500,000 per year to \$5,000,000 per year would do little more than compensate for the cost differential. This would provide the Commission with \$50,000,000 over the ten-year period 1957-1967.

If it is desired to speed up the development of the National Capital Plan beyond the present tempo, sums much beyond \$5,000,000 could reasonably be spent annually and supervision of twice that amount could be undertaken by the staff of the Commission with relative minor additions of engineering personnel.

At the end of a five-year period it might be fitting to again have another Parliamentary Committee to review results and assess future requirements.

By Mr. Caron:

Q. On page 97, you claim that it should be brought up from \$2,500,000 to \$5,000,000 a year. In page 95 you are asking that the federal government vote annually what you need?—A. No, no, that is for the maintenance and administration, that is the annual vote.

Q. The first part is administration, but this is for the capital expenditure? Would it be easier to put it on the same one and ask it every year, that is, if you could come yearly to the government for maintenance? It may be one year \$3 million and another year \$6 million, according to your needs?—A. You cannot plan a thing like this ahead unless you know the money will be forthcoming.

Q. That is what I say, you are not planning ahead. One year it may be \$6 million and another year only \$4 million.—A. We know our annual need, which occurs every year, for our engineering staff, running costs, keeping the grounds and so on. We can estimate closely enough for any year and can do nicely from year to year. But if we are going to plan ahead with things like railway development, we must know that three years from now we will have a sum of money available and also have a sum five years from now. It is hopeless to approach it on the basis of what might occur.

Mr. GOUR (*Russell*): Of course you have to do that. You need to have some money in order to plan ahead. You must be sure there is money, in order that you may go ahead.

By Senator Connolly (Ottawa West):

Q. There is the scheme of the National Fund, which is a good scheme and good policy, but you are saying now it is inadequate?—A. The \$2½ million in 1947 has shrunk in value. We cannot do anything like what we want. Whether or not that was sufficient then, it is far from sufficient now. We can say that, without any significant increase in staff, we can handle the spending of \$5 million a year on capital development and even go much beyond that if the money is available. That depends on how fast the committee feels and the government feels we should get on. We are often criticized for the slowness with which we get on with the National Capital Plan. We are prepared to step up the speed very considerably without any significant increase in staff. There is of course the staff increase which will be appreciated is necessary if you start on a large scale engineering work. You must have a resident engineer on the spot and you need timekeepers and so on.

Mr. GOUR (*Russell*): If you want to go ahead quicker than you have been going before you must have more money. The cost of buying property and the expenses attached to doing the work are more than 100 per cent increased since 1947. I do not think you could do it with \$5 million; I think it should be \$7 million, to insure that something can be done.

Mr. MANG: Especially if this committee removes some of the roadblocks in the committee's way, leading to the frustrations they have had, according to Senator Lambert, who has repeatedly brought up the report of 1947.

By Senator Connolly (Ottawa West):

Q. I take it that what in effect you are saying when you suggest \$5 million a year on page 97 is that you have in mind the projects outlined on page 92 over a ten year period and costing \$50 million. That is the basis for the \$5 million recommendation?—A. And if we expedite that, we need more.

By Mr. Caron:

Q. That is, you use what you want and you accumulate for the next year, as has been done in the last ten years?—A. We still have a credit of about \$4 million on what has been voted already in the National Capital Fund but with the railway coming on we say that by 1958 we will be in deficit unless this amount is increased.

By Mr. Harkness:

Q. Will this \$5 million for the next ten years provide sufficient money for the millions you estimated it would need to secure the Greenbelt in addition to the other projects or is the cost of acquisition of the Greenbelt an additional \$17 or \$18 millions?—A. That is probably covered in one of the things we took up yesterday. It is included in the \$50 million. It is on page 92. We have in that \$50 million an estimated cost of the Greenbelt land acquisitions, item No. 15, \$17,500,000.

By Mr. Weselak:

Q. You have not taken into consideration the joint projects?—A. No. That goes forward in page 94. We are adding up a total of \$63 million, I think. That is the minimum we need to maintain the present momentum. If you want to step it up, it is a matter of obtaining more money. We are not pressing for more. We leave that to someone else.

By Senator Connolly (Ottawa West):

Q. Anything less than the \$5 million a year over the ten year period, you are saying, will be subtracting from the schedule set out in page 92.—
A. Yes, it will be a slowing down.

By Senator Lambert:

Q. In asking for this increased amount for capital account, you are taking into full account the nature of the difficulties and the obstacles which have been met earlier, that is, in the jurisdictional field; so that in any event this recommendation, if it were adopted, would be subject to a certain amount of negotiation as between the F.D.C. and the municipality and the federal authority?—A. Yes.

Q. So we are not being asked to appropriate a sum for a definite project: it is really a tentative project?—A. Yes, that is quite true.

Q. May I ask one further question which is in my mind? In that list which has been referred to, there is no provision at all, of course, for expenditure on anything in the way of sewage disposal, on the river, I mean.—
A. That comes into the \$18 million on page 94. Actually, what we are asking for is that \$18 million item which is mentioned at the bottom. We say \$50 million for our own projects, plus \$18 million for shared projects which include the sewage disposal.

Q. I see, that is all right.—A. But there is one item remaining and that is mosquito control and the recommendation is that the Federal District Commission would withdraw completely from the municipal control operation, leaving it to the municipalities affected, as an ordinary municipal responsibility to the tax-payers, but furnishing technical advice if desired.

By Mr. Caron:

Q. Do you think it is wise? I know you have had some trouble with the municipalities in trying to get them to share the cost: but if you leave it to the municipalities, we shall have the mosquitoes.

By Senator Reid:

Q. What about the control of the Kingsmere park? Do you look after Kingsmere?—A. Yes, we look after the Mackenzie King estate.

Q. I would join with my friend who spoke about mosquito control because two years ago I was up there and I had to leave because the mosquitoes were eating us alive. So if you are looking after the park you had better look after this problem as well.

By Mr. Caron:

Q. How much does it cost per year?—A. We were paying something over \$8,000 a year out of our fund.

By Mr. Gour (Russell):

Q. I am in favour of it. We spend a great deal of money on these things for the amusement of the public as a whole, and for visitors; but if we depend on the municipalities we shall have an awful lot of mosquitoes. We are spending so much a year for beautification and everything, and I think we should keep on as usual and try to get rid of the mosquitoes.

By Mr. Richard (Ottawa East):

Q. Perhaps you could tell us this: you said that the Federal District Commission's share would be around \$8,000. What would be the total cost

to do the job?—A. We think it would be comparable—we think it would cost in the order of \$25,000 per year to do a first class job around the city here and we have been paying at the rate of around \$8,000. We received grants from the municipalities to the extent of something over \$3,000. The total ran up to nearly \$12,000 but they have only been doing half a job.

Q. You would still need to have the co-operation of the municipalities to allow you to go on private property.—A. That has been one of the problems.

By Mr. Gour (Russell):

Q. Why not get our friends to give you the permission? I will get the permission for you!

By Mr. Caron:

Q. It is easier to get permission from the municipalities than it is to get money out of them.—A. Yes; that is what we find.

By Senator Cameron:

Q. Isn't it true that all this money is being spent to make a pleasant place for the people?—A. Yes.

Q. I think that because of the mosquito plague it would be impossible to enjoy it, so are we not just wasting our money?—A. We will look after the government grounds by means of spraying, and oiling the low spots, and we will continue to look after Rockcliffe Park, Hog's Back, the Mackenzie King estate and Kingsmere, and around the places where people go, and we intend to continue doing it.

Q. But do the mosquitoes know that you intend to continue doing it?—A. I would like to point out that unless the municipalities are interested you cannot kill all the mosquitoes. And if we have to be called on the telephone and castigated every time somebody gets bitten by a mosquito we want someone else to take the major share of responsibility. That is one of the problems. There was at one of the meetings in one of the municipalities here—my own village, Rockcliffe—a lady who said she saw the spraying equipment go down my street three times. It was without my knowledge if it did. That is the sort of thing we suffer from, and we are getting a bit fed up with it.

By Mr. Caron:

Q. Either we should develop it under the control of the Federal District Commission and have less mosquitoes, or leave it to the municipalities and have all the mosquitoes!—A. There is something in what you say. If we do not do it, it probably is not going to be done.

Q. Even if you spray again across the river!

By Mr. Weselak:

Q. With your zoning problem I think you are entitled to more co-operation from the municipalities than you are getting.—A. We feel that way, and we certainly want somebody to share that responsibility with us.

By Mr. Harkness:

Q. At the present time you have withdrawn from it?—A. Yes.

Q. As far as this year is concerned you won't be doing it, and as a result of that experience perhaps you will receive—perhaps the municipalities will be in better shape to carry on.—A. We would prefer to retire gracefully from it, but we will accept the verdict.

By Mr. Richard (Ottawa East):

Q. You still cannot get rid of the black flies in the Gatineau anyway, and they are worse than mosquitoes!

The PRESIDING CHAIRMAN: There are additional recommendations made by the officers of the Federal District Commission and we have distributed their sheets on which those recommendations are set out. I shall now ask General Kennedy to read them.

The WITNESS: This really arises out of the discussions which have taken place and the blank spots we have discovered.

In addition to the foregoing, other recommendations as follows, are submitted:

1. That the greenbelt project as set forth in Section 5(a) Page 68 of the Brief of the Federal District Commission, at an estimated cost of \$17,500,000 be approved, and that the Joint Committee of the Senate and House of Commons give its concurrence to the proposal of asking the Government to immediately direct the Central Mortgage and Housing Corporation to restrict the facilities they provide under the Housing Act to the greenbelt area as shown on Chart No. 29 of the Federal District Commission in substitution for the area shown in the plan of the Ottawa Planning Area Board dated December 1947.
2. That the boundaries of the National Capital District be amended as shown on Chart No. 30 to increase the contained area from 900 to 1,800 square miles.
3. That the triangle of land formed by Sussex Drive, King Edward Avenue, and Boteler Street, be acquired by the Federal Government for future government buildings. See Section 3E, Subsection D, Page 56.
4. That the Joint Committee concur in the desire of the Federal District Commission to have the expenditures under the National Capital Fund withdrawn from the jurisdiction of the Financial Administration Act. See Section 6, Page 85.

The problem there is that the earliest Greenbelt set up which met with the approval of the Ottawa Area Planning Board, but not the municipality, is the only thing that can look like an official Greenbelt. It does not conform with the area which we wish to preserve as a Greenbelt now; and what we would like, and if the committee here could recommend it, is that pending delineation of this Greenbelt, that we adopt this area and the boundaries as shown on the chart and on the map here yesterday, and that we recommend to the government that that be used by Central Mortgage and Housing Corporation in allotting its loans. There is a very grave difficulty in finding out just what the situation is on their part.

By Senator Lambert:

Q. I assume that you would not make that recommendation there in that way unless you had the approval of C.M.H.C.?—A. Yes.

Q. I think that otherwise we would be well advised if the C.M.H.C. people came here to tell us about it.

Mr. A. K. HAY: I think we can assume that.

The WITNESS: We have not been seeing eye to eye on it. The trouble is to find out.

By Senator Lambert:

Q. The reason I asked my question is that I understood that C.M.H.C. is just as much at sea as the F.D.C. about this whole development.—A. Yes.

Q. Therefore, in making this recommendation you are voicing their views as well as your own?—A. I cannot say with certainty that it is done on that basis, but we believe that we are expressing their views.

Q. Should it not be made subject to that?—A. Subject to their concurrence, yes.

By Senator Reid:

Q. There are really two very important suggestions in this one clause, that \$17,500,000 be approved. Ever since I came to the committee the word used was "recommend". Now we have the words "be approved". That looks a little like high pressure. I may be wrong but I object to high pressure; and this would clutter it up by saying on top of that that the government should authorize C.M.H.C. to do certain things which you have not discussed with them for approval or otherwise. I think that is going a little too fast, in my opinion.

By Mr. Harkness:

Q. Is my understanding about the C.M.H.C. situation correct, in that as I understand it a certain belt which was originally a Greenbelt was laid down, and C.M.H.C. was directed by the government not to issue loans, in that area? But now the Greenbelt has continued as part of that area and as far as you are concerned C.M.H.C. could well issue loans; and instead of that original Greenbelt you have this new one in which you would like these restrictions to be applied?—A. Yes. That is it.

By Mr. McIlraith:

Q. Do you, to some extent, not negative the thing; isn't what you really want that the policy with regard to the Greenbelt be determined and settled?—A. Yes, we want that. I think it was very well explained by the Prime Minister in his remarks last year that this was not a be-all and end-all and that the first thing we should do to exercise some control was to remove the contradiction through seeking or trying to forbid building in the area, and that C.M.H.C. would stop making the loans in that area, which were in direct contravention to what we are trying to do.

Q. Are there not some parts of that area in which you envisage residential development?—A. Yes.

Q. Why should that type of residential development also be restricted merely because the policy has not been determined with respect to the Greenbelt?—A. Yes.

Q. Why should we not recommend that the policy be settled with respect to the Greenbelt, and so to determine what is to be done?—A. That would be much better.

Q. You say that it would be much better?—A. Yes.

Q. Why cannot we approach it that way and discuss the policy of the Greenbelt, and then only recommend these things as short term interludes?

By Mr. Gour (Russell):

Q. On that Greenbelt you spent a lot of money. Many of my people were in that Greenbelt but they could not get money, and now you say to them that the C.M.H.C. is not going to permit loans, once you have tied up all these people. If there is to be a Greenbelt, it should be decided and these people should be paid for their property if you want to buy it; or you should leave them with their homes as they are today. That is what I think should be done.

If you take the C.M.H.C. and say you cannot get money, that is one thing, but the second neighbour in the Greenbelt may get money and I think it would be unfair to these people. My view is that we should have this Greenbelt settled, and afterwards if those people want to sell their property, and you want to buy it you should pay them what it is worth!

Senator REID: You mean take it one step at a time.

Mr. GOUR (*Russell*): That is the only way to do it. You should not say to these people: you cannot borrow money from anybody and you cannot build!

By Mr. McIlraith:

Q. Is it not due to the confusion that has been brought about? What is needed is a determination of the policy to be applied. The area which you are going to buy should be bought now, and if a residential development is going to be permitted, then you should say that C.M.H.C. may make loans.—A. There are two problems; one is the boundary of the Greenbelt, and the policy within it. If that were settled, then C.M.H.C. should have authorization; but the trouble is that the boundaries are not delineated in the places which are necessary for the Greenbelt.

Q. The second problem is that at the moment they are reflecting on the loans for the Greenbelt?—A. This was the Greenbelt in 1947.

Q. Yes, but once we determine the boundaries and settle that problem, then the second point is that their restriction of loans in the Greenbelt are surely as undesirable—and when the plans and the policy of the Federal District Commission with respect to it will provide housing sub-divisions for the Greenbelt.—A. Your thesis is that this is preventing some man who may want to build on a large lot which would fit into the scheme we are proposing, and that he may be denied a loan.

Q. Yes.—A. I think it would be much better that way.

Q. We cannot go forward in delineating the area and deciding on the policy.—A. We have been boxing with it for nine years now and we have not got anywhere.

Q. Perhaps the committee might be helpful to you in that regard.—A. I think it would!

By Mr. Richard (Ottawa East):

Q. Since you have no direct policy yet in the Greenbelt, it would mean that the C.M.H.C. could lend, if you agreed to the loan or to the type of structure?—A. Surely, if it fitted into the policy here, and if there was tied on to the property the condition that he might not sub-divide. That man might build on a 2-acre lot and sell an acre of it. You would want to have the same conditions in that agreement which we would make, and which would be lived up to.

Q. You have not got it in this recommendation that the loans should be made in the Greenbelt subject to the approval of the Federal District Commission, because that would enable them to build at the present time and to get a loan from C.M.H.C.—A. We could not have any objection to that; we have not thought of it; but I would have no objection to it! It could be a solution.

By Senator Lambert:

Q. I would like to suggest to General Kennedy that he change the wording of this first subsidiary recommendation to read as follows: "that the Greenbelt project as set forth in section 5 (a) on page 6 of the brief of the Federal District Commission, at an estimated cost of \$17,500,000 should be undertaken and that the Central Mortgage and Housing Corporation should restrict the facilities which they provide under the Housing Act for the Greenbelt

area; in other words, have it fit in as a logical paragraph in your brief for the committee to consider when it comes to making its report". Otherwise we are being asked to approve of one paragraph without any reference to anything else.—A. I think that is very good. I do not want to be taking up too much of the discussion on the wording of these things because that was not done by the legal personnel. I am sure that it was not; and I was not trying to put weasel words into it. In fact I had not read it before. It just came up to me.

Mr. CARON: I think the suggestion is to change the word "approve" to "undertaken".

By Senator Lambert:

Q. We should not approve anything until we get a chance to make a report.—A. I agree.

Q. This is your brief, not ours!—A. No. We are trying to express intent here rather than legal phraseology.

Q. I accept the rest of it.

By Mr. Richard (Ottawa East):

Q. Do you still agree with the suggestion I made?—A. Yes. The loan could be made within the Greenbelt so as to provide that the safeguards are made that I suggest, but within the policy expressed earlier as to the zoning law.

By Mr. Gour (Russell):

Q. Anyone who would be ready to come in under that plan should be free to receive money and to keep his own land as long as he may care to, with the permission of your plan.—A. Yes.

By Senator Reid:

Q. Do you think there might be a tendency on the part of some of the municipalities if this regulation was carried out, that C.M.H.C. would say with respect to loans in the Greenbelt that there is no need of town planning? If I sat on a council and found that C.M.H.C. gave the area no houses at all, I would take that view. There is a danger there, and I would rather see the municipalities joining in with town planning. But that is my own view.—A. The next two pages are an explanation of this point and probably they would be well worth reading because I think they clarify it better.

Q. In the fourth paragraph I suggest that the wording be that the Federal District Commission recommends that the expenditures under the National Capital Fund be withdrawn from the jurisdiction of the Financial Administration Act.

The PRESIDING CHAIRMAN: Would you mind repeating that please?

By Senator Lambert:

Q. As it reads now, it says that the joint committee concur; whereas I think it should read that the Federal District Commission recommends that the expenditure under the National Capital Fund be withdrawn from the jurisdiction of the Financial Administration Act. See section 6, 85.—A. Yes, surely.

Q. It makes a definite recommendation.—A. That is better. I have not read the next two pages yet. Shall I read them now?

The PRESIDING CHAIRMAN: Yes.

The WITNESS: This bears directly, I think on your problem earlier in connection with this Greenbelt.

Further to the consideration of Section 5(a) of the Federal District Commission Brief, the Federal District Commission would like to draw your attention to a matter which was not considered during the discussion on April 24th in connection with the Green Belt.

On page 73 there is a quotation from a speech made by the Prime Minister in the House of Commons on July 22nd, 1955, dealing with this matter. The second paragraph of this quotation states that the Central Mortgage and Housing Corporation were being directed to restrict the facilities they provided under the Housing Act within the area of the Green Belt of the National Capital.

As a result of this direction Central Mortgage and Housing are not now making loans within the Green Belt. However, the boundaries of the Green Belt in which the loans are being withheld is that which was defined by the Ottawa Area Planning Board in 1947.

The Commission believes that the Belt which it recommends as shown on Chart 29 which has been before this Committee should be the one within which the loans are withheld.

The Federal District Commission respectfully submits the request that this Joint Committee immediately bring to the attention of the Government the desirability of extending the restrictions imposed by Central Mortgage and Housing Corporation to the Green Belt as defined on Chart 29.

If this were done much of the financial pressures which are causing the increases in speculative real estate values in the Green Belt would be removed, especially since the Commission is aware that large and responsible private financial interests would not wish to be placed in a position of financing projects which impede the development of the National Capital.

The Commission is hopeful that your Committee will look with favour on the implementation of the Green Belt as recommended in the Brief and will recommend the approval of funds necessary for its development.

We know that it will take time for the Committee to complete its study of all the implications of the National Capital development and prepare a report to the Government. We know that it will take time for the Government to implement the recommendations of the Committee. Nevertheless we consider that a statement from the Federal Government through Central Mortgage and Housing Corporation as indicated above need not await the completion of your deliberations and those of the Parliament on this important matter. To do so would encourage greatly increased land values through widespread speculation and will not allay in any way present uncertainties in the minds of the farmers and land owners in the area.

We might say that it appears somewhat inconsistent to have one Federal Agency, the Federal District Commission, urging that the Government buy the lands and on the other hand, another Federal Agency, the Central Mortgage and Housing Corporation, by its lending activities, encouraging the increase in land values.

Should your Committee or the Federal Government after consideration decide that the Green Belt is not warranted, the Central Mortgage and Housing Corporation lending policy could return to the present status or in effect, what the Federal District Commission is asking is that in anticipation of a favourable decision on the Green Belt, your Committee now take steps to assist its implementation.

Senator REID: Could we have shown to us now the limitations of the 1947 area as compared to what is proposed now so that we may have an additional idea?

Mr. D. L. McDONALD (Director of Planning): Mr. Chairman, these are charts 27 and 29. Chart 27 is the Ottawa Planning Area Board recommendation of 1947. This is the one in which by direction of the government the Central Mortgage and Housing Corporation is restricting its lending activities. It will be noted that there is little relationship to the Greenbelt boundary as today proposed.

I shall now trace the 1955 Greenbelt proposal. The boundary as shown here begins on the west at the Ottawa river and follows south and is, by and large, the recommendation, as to outside areas, where we consider that the Greenbelt should be. Lots 23 to 32, concession 2, are the only areas of intensive speculation which are covered by the 1947 boundary in this Nepean area, which we discussed earlier. A great deal of the 1955 Greenbelt land is not covered by the 1947 recommendation.

The same situation pertains north of Bell's Corners. The same point is marked here and what happened is that we have moved the boundaries out, by and large, but are recognizing the development since 1945 in the area. Secondly, there is no relationship between the 1947 recommendations and the location where we felt the Greenbelt should be. The proposed 1947 Greenbelt does not tie in with the ultimate serviced areas.

Senator REID: In 1955 the portion is coloured yellow. Is that the city in 1947 marked white?

Mr. McDONALD: In 1947 the built-up area was shown in brown, and there is a lot of brown on this plan of the 1955 proposal. The yellow shows the area of the 1955 proposal and it is presently vacant land.

The WITNESS: It should be noted that in 1947 the Gore-Storrie report had not been received on services, and that it only came in later. But as a matter of fact the National Capital Plan had been prepared on paper, that is, it was in the process of preparation.

Senator REID: It shows what is the new situation.

Mr. McDONALD: In 1947 the city boundaries started at the Ottawa river. It used the Rideau river as far as Billings Bridge, and then it followed Bronson Avenue and Dow's Lake, and followed west down the lake to Carling Avenue and proceeded west on the north side of the Experimental Farm and Fisher Avenue, and then south of Fisher Avenue approximately half a mile, and then west to the Merivale Road, and then north of the Merivale Road to Carling Avenue and due south to the Canadian Pacific Railway tracks and east of the Canadian Pacific Railway tracks to the parkway, and from the parkway to the river. I might say that Tunney's Pasture was outside the city of Ottawa in 1947.

Annexation made this boundary—the annexations by the city in 1950. The boundary is now just west of the National Research Council and it proceeds south to the Montreal Road, and then about a quarter of a mile south of the Montreal Road. It proceeds due east to St. Laurent Boulevard, and then south to the Canadian Pacific Railway tracks, and then along the Canadian Pacific Railway tracks to a point about a mile east of Cyrville, and then south-west to past Hawthorne, and past the Walkley Road. It follows what is called the Hunt Club Road due west as far as the Airport, and it circles Uplands, that is the original Uplands Airport, and then to the Rideau river, and then due north to the intersection of Fisher Avenue and the Prescott Highway, and north on Fisher Avenue, and west of the bus line route to the south-west of Britannia which is due north, and then due north to the Ottawa river.

Mr. GOUR (*Russell*): What is the area of Ottawa now as compared to what it was before annexation?

Mr. McDONALD: I believe that it annexed some 21,000 acres.

Mr. GOUR (*Russell*): And what is the grand total?

The WITNESS: We have the figures in the brief. We can give you the exact figure. I think it is significant to have an idea of the original Greenbelt before the Gore-Storrie report and before the city expanded tremendously. It has not much basis in reality, having regard to the changed conditions. We want to give it some reality.

By Mr. Mang:

Q. Would the Central Mortgage and Housing Corporation restrictions only apply to 1947?—A. It is not relevant any more.

By Senator Lambert:

Q. It is quite evident from what has just been said and from the statement that has been read by General Kennedy that there has been and there is a conflict of points of view and quite naturally so between the Federal District Commission and the Central Mortgage and Housing Corporation in regard to this Greenbelt.—A. Not as to policy, but as to the boundaries.

Q. In other words, Central Mortgage and Housing Corporation are, as you say, here lending money in an area in which you feel it should be restricted.—A. Yes.

Q. It is suggested to this committee that it should take steps now to draw up a resolution which should be presented to the government to meet the point of view of the Federal District Commission. I can sympathize very much with the point of view as expressed by the chairman, but on the other hand let me say that this committee has been appointed for the purpose of enquiring into these things and of making a report. Nevertheless I would hesitate very much to suggest that this committee now, at this stage, make any specific move or address a recommendation to the government at this phase of our enquiry.

The PRESIDING CHAIRMAN: We appreciate that.

By Senator Lambert:

Q. And I think too that these two crown organizations if I may so describe them, one being the Central Mortgage and Housing Corporation, which is a crown corporation, and the other one being the Federal District Commission—I think the preferred route which is quite open, would be for them to present this problem to the government itself, to the responsible department, and try to get some solution of it. I feel that the Prime Minister or the government would not be very much impressed by any interim recommendation or resolution from this committee. I think it would do more harm than good!—A. I can appreciate that.

The PRESIDING CHAIRMAN: It might also be preferable if we were to hear from the administrative officials of Gloucester and Nepean and other representatives who might appear before the committee, and make official recommendations.

By Senator Lambert:

Q. I thought that you were going to suggest that the Central Mortgage and Housing Corporation might be heard in connection with this problem of trying to arrange with the municipalities certain zoning plans for building expansion, and that also in relation to its report, in 1947 a recommendation

was very definitely made that that be done. The representatives consulted with Central Mortgage and Housing Corporation or a member of that Corporation, and with the Ottawa Planning Area Board.—A. Yes.

Q. And Mr. Sellar is a member of it.—A. Yes.

Q. Now, if they were not able to get any amount of co-operation from the municipalities, and in meeting the point that you are raising at this time, then it might be interesting to hear from Central Mortgage and Housing Corporation as to just why they have been brought into conflict with the Federal District Commission with its plans. If so, they would know and probably could give us better grounds for making recommendations than the above résumé now.

Senator REID: I agree with the chairman in making this enquiry as comprehensive as possible, because it may be another ten years before this committee meets again. So we had better get all the information we can before we draw up our report.

By Senator Gershaw:

Q. I would like to ask if it has been pretty definitely assured that \$17,500,000 would clear the territory required for the Greenbelt; and secondly, the proposal that the Greenbelt should have almost everything, housing, farms, churches, and hospitals, its object would largely be to limit the boundaries of the city and to prevent slum areas. Now, my thought is that it would be absolutely impossible to accomplish this in any other way than by spending so much money for these properties; but could not arrangements be made with the present owners—for them to carry out, or by having someone carry out, some of the other objects of the Greenbelt?—A. The answer to the first part of your question is that this \$17,500,000 is the best estimate that we can make. You have to do a fair amount of guessing on a thing like that, and when you go to buy land on this scale, if you know anything about prices, you will know how they may change. We think that is the best estimate we can make of it.

The answer to the second part of your question is that we have been trying for five years to get this thing implemented—no, for nine years, since 1947—to get this thing implemented, through co-operation with them, particularly by zoning, and we have not yet got ahead one inch; we have not advanced one inch! I think, as a matter of fact, we are probably looked upon more as a nuisance as time goes by than we were some years ago.

Q. Is there not a provincial organization which controls the Ottawa Planning Area Board?—A. Theoretically there is an organization in control of the Ottawa Planning Area Board, which is the instrument set up to work under the legislation of the government of Ontario. They are supposed to centralize this work and to provide for its being carried out. But there again it has never seemed to function in the capacity that it might, and as I mentioned at an earlier meeting at which I think you were not present, Senator Gershaw, we have been at meetings here—it was in the late summer here in Ottawa—with the Minister of Planning and Development, and particularly the three municipalities which are vitally interested in these things: ourselves, Ottawa, Nepean and Gloucester, and we did not come to any agreement or advance the cause one inch.

Senator REID: Are you in a position yet to tell us what the program will be for the next week. Mr. Chairman? I leave with you the suggestion that we should hear the Ontario Planning Board, and if there is a planning board working in the capital city, I think we surely should hear it.

The PRESIDING CHAIRMAN: If it is the wish of the committee, I do not see why we should not have this planning board here. Next week we plan to meet on Wednesday afternoon to hear the Mayor and Council of the city of Hull.

Mr. CARON: Could you not make it on some other day than Wednesday, because I cannot be here on Wednesday.

The PRESIDING CHAIRMAN: Perhaps we could make it a Thursday morning or Thursday afternoon. I would like if possible to complete the additional recommendations which appear on the first page.

Senator CONNOLLY (*Ottawa West*): Before we dispose of this matter may I ask whether Central Mortgage and Housing Corporation have seen this brief? Perhaps we are leaving this subject in the air.

The PRESIDING CHAIRMAN: I am not aware that they have.

Senator CONNOLLY (*Ottawa West*): Would it not be wise in view of the opinions which have been expressed here by Mr. Gour, Senator Lambert and others to let them have a copy of the brief and go over these recommendations with reference to restrictions on lending in the proposed Greenbelt, and then bring them before the committee to say what they have to say about it? Obviously this is something which the commission and some members feel is very important. Let us have their views before we decide what should be done with regard to the recommendations.

Mr. RICHARD (*Ottawa East*): I think that is a very good proposal because suggestions have been made on occasions—and I am sure they are not right—that one of the reasons why restrictions were being made on loans in the Greenbelt was to force people to build more in the yellow area where there is land available within the city.

Mr. GOUR (*Russell*): You said a moment ago that you wished to hear a representative of each township. I hope your wish will be successfully carried out, and I hope that the township of Gloucester and the town of Eastview will be called to give detailed information. I think that will bring about better understanding. We shall do our best to that end, anyway.

The PRESIDING CHAIRMAN: I can assure you that that is our intention and I am sure it is the wish of the committee. I have already contacted the Reeve of Gloucester, the Reeve of Nepean and the Mayor of the town of Eastview. Each has agreed to submit a brief which we can study, and then we can have them before us if the committee so wishes.

Shall we proceed with the other three articles?

The WITNESS: Item 2 recommends that the boundaries of the national capital district be amended as shown on chart 30 to increase the contained area from 900 to 1800 square miles.

By Mr. Richard (Ottawa East):

Q. That is what we discussed this morning.—A. Yes.

Item 3 reads:

That the triangle of land formed by Sussex Drive, King Edward Avenue, and Boteler Street, be acquired by the federal government for future government buildings. See Section 3E, subsection D, page 56.

Senator REID: We discussed that.

By Senator Connolly (Ottawa West):

Q. Why do you have to have specific approval of that?—A. We would like the committee to study it and give support to the idea if they feel it is wise to do so. We think it is.

Senator LAMBERT: In that connection, I think that defines pretty well the original area that was publicized and circulated definitely as the site for the new art gallery. At that time, I remember, that particular place was marked in the plan as a desirable situation for the new gallery, but now the art gallery

is not going to be built there but in some other place. As I remember it, the Greber plan had all that area adjoining the hospital and right out to Sussex Street zoned as land to be kept clear of ordinary buildings and turned over to hospitals, and the art gallery and some other public buildings. I would certainly approve of the suggestion here that that area be marked as an area to be cleared. I had a feeling it was already cleared.

Senator REID: It is something new for this committee to be asked, at this stage, to make recommendations to the government about the plan. We were never asked before about the plan. Now they pick out a certain triangle and ask us to recommend it to the government. I have no objection to doing that, but it seems strange to me. I was on the last committee and I do not remember being asked to approve anything.

The PRESIDING CHAIRMAN: There was no plan then.

Senator LAMBERT: I think this clause stands as a recommendation to this committee. It does not ask us to approve anything.

Senator REID: I know. I am only commenting on it.

The WITNESS: The fourth recommendation is:

That the Joint Committee concur in the desire of the Federal District Commission to have the expenditures under the National Capital Fund withdrawn from the jurisdiction of the Financial Administration Act. See Section 6, page 85.

I think Senator Lambert's suggestion was that the Federal District Commission's expenditures under the national capital fund be withdrawn from the jurisdiction of the Financial Administration Act.

The PRESIDING CHAIRMAN: Well gentlemen I would like to say a word before we adjourn if Senator Reid does not mind. We have gone through a very interesting brief and there has been, I think, a very worthwhile discussion. I would like the committee to move, maybe a vote of thanks, to the officials of the Federal District Commission.

Senator REID: I will second that.

The PRESIDING CHAIRMAN: They may be called on later if we need additional information.

Senator LAMBERT: I would be very pleased to move that this committee express its appreciation not only to the officials of the board for their appearance here but in particular to the chairman of commission because of the patience he has shown in presenting his brief to us and answering all our questions, many of them unreasonable ones, to the enlightenment of us all.

The PRESIDING CHAIRMAN: I think that is unanimous.

The WITNESS: Thank you very much on behalf of the staff of the board. We have very much appreciated this opportunity of appearing before the committee and we have felt that our meeting has been a friendly one. We have not been "scored" as hard as we thought we might have been on many of the points which were raised and we appreciate very much the interest you have taken in the opinions which we have put forward. Whether your views are for us or against us, it is good to have these matters talked about.

Mr. RICHARD (Ottawa East): You will be available when the other witnesses are here, I take it?

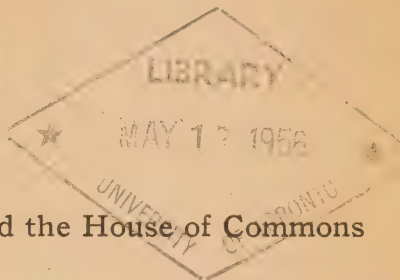
The WITNESS: Oh yes, I will be here.

The PRESIDING CHAIRMAN: Then we will adjourn to the call of the chair.

The committee adjourned.

THIRD SESSION—TWENTY-SECOND PARLIAMENT

1956



Joint Committee of the Senate and the House of Commons
on the

FEDERAL DISTRICT COMMISSION

Joint Chairmen:—The Honourable Senator F. W. Gershaw
and
Mr. Armand Dumas, M.P.

MINUTES OF PROCEEDINGS AND EVIDENCE
No. 5

THURSDAY, MAY 3, 1956

WITNESS:

Mr. Stewart Bates, President, Central Mortgage and Housing Corporation.

EDMOND CLOUTIER, C.M.G., O.A., D.S.P.
QUEEN'S PRINTER AND CONTROLLER OF STATIONERY
OTTAWA, 1956.

MEMBERSHIP OF THE COMMITTEE FROM THE SENATE

Honourable Senator F. W. Gershaw, *Joint Chairman*,
and Honourable Senators

Aseltine, W. M.
Cameron, Donald
Connolly, J. J. (*Ottawa West*)
Connolly, H. J. (*Halifax*)

Dessureault, J. M.
Lambert, Norman P.
Reid, Thomas

MEMBERSHIP OF THE COMMITTEE FROM THE HOUSE OF COMMONS

Mr. Armand Dumas, *Joint Chairman*,
Aitken, Margaret (Miss),
and Messrs.

Blair, W. G.
Buchanan, W.
Caron, A.
Ellis, Claude
Fraser, Alan (*St. John's East*)
Gour, J. O. (*Russell*)
Hansell, E. G.
Harkness, D. S.
Houck, W. L.

Leduc, R. (*Gatineau*)
Mang, H. P.
McIlraith, G. J.
Nowlan, G.
Philpott, E.
Richard, J. T. (*Ottawa East*)
Robichaud, H. J.
Weselak, A. B.

Antoine Chassé,
Clerk of the Committee.

MINUTES OF PROCEEDINGS

The Senate, Room 368,

THURSDAY, May 3, 1956

The Joint Committee of the Senate and the House of Commons, appointed to review and report upon the progress and programs of the Federal District Commission in developing and implementing the Plan for the National Capital, met at 11.00 o'clock a.m. Mr. Armand Dumas, Joint Chairman, presided.

Present:

The Senate: Honourable Senators Aseltine, Cameron, Connolly (Ottawa West), Dessureault, Gershaw, Lambert, and Reid.

The House of Commons: Miss Aitken, Messrs. Blair, Caron, Dumas, Fraser (St. John's East), Gour (Russell), Hansell, Houck, Leduc (Gatineau), Mang, McIlraith, Nowlan, Philpott, Richard (Ottawa East), Robichaud, and Weselak.

In attendance: From the Central Mortgage and Housing Corporation, Mr. Stewart Bates, President; Mr. John Hodgson, Director, Development Division; Mr. R. L. Mersey, Manager, Ottawa Branch; Mr. A. H. Armstrong, Adviser in Community Planning; Mr. J. A. Jones, Director of Loans Division; Mr. Kingsley Joines, Chief Appraiser.

At the opening of the proceedings, Honourable Senator Reid and the presiding Chairman, Mr. Armand Dumas, M.P., made statements to the Committee in relation to certain press reports concerning the work of the Committee.

Mr. Dumas announced that the Mayor of the City of Hull had notified him that it was impossible for the officials of the City to proceed with the presentation of their submission today, and a delay had been granted to the 16th of May.

The presiding Chairman also informed the members that a distribution of the translation into English of the appendices to the brief submitted by the City of Hull would be made later today, as well as copies of the inaugural addresses of the Mayor of the City of Ottawa for the years 1954, 1955, and 1956.

The presiding Chairman thereafter called on Mr. Stewart Bates, President of Central Mortgage and Housing Corporation to address the Committee. The witness was assisted in his examination by Messrs. Mersey and Armstrong who gave answers to questions dealing with specific points.

At the conclusion of the examination of Mr. Stewart Bates, the Chairman, on behalf of the Committee, offered thanks to the witness.

At 12.30 o'clock p.m., the Committee adjourned to the call of the Chair.

Antoine Chassé,
Clerk of the Committee.

EVIDENCE

The PRESIDING CHAIRMAN (Mr. Dumas): Gentlemen, I think we have a quorum.

I will call on Senator Reid.

Senator REID: Mr. Chairman and members of the committee, I would like to make a short statement in view of the articles which appeared in the press quoting my views regarding these deliberations here and the future plans of the committee. May I say that anything I have said I am quite willing to take responsibility for, but I want to make it clear that I have come to no firm commitment on it, and I shall not until I hear all the evidence. There may be a feeling arise in certain municipalities that we have made up our minds here and I want to disabuse that.

The PRESIDING CHAIRMAN: Thank you.

I am sure that I express the views of all the members of this committee when I say that we were pleased to hear the statement which has just been made by Senator Reid.

I also wish to say a few words. If I may quote the words of the Prime Minister, I will say that we, of this committee as well as other members of both houses, are well aware of the importance of creating a national capital which will be a source of pride and inspiration to Canadians from all parts of the country.

The orders of reference of both houses are as follows: "That a joint committee of both houses of parliament be appointed to review and report upon the progress and programs of the Federal District Commission in developing and implementing the plan for the national capital."

With this in mind, we hope that the deliberations of this committee will enable us to prepare a constructive report which in turn will provide the basic elements for sound legislation which may be enacted by parliament. We are conscious of our duty in this respect and we are hoping that those who are directly or indirectly concerned with civic administration and planning within the area of the national capital will not refuse their cooperation.

We have gone through only one stage of the undertakings of this committee. We have heard only one brief, that of the Federal District Commission. It was well presented and was very enlightening and, speaking for myself, I will say that I learned much about our national capital and what has to be done. We are planning to hear from municipal councils and other civic organizations in the area in order to have as much information as can be reasonably secured in a committee such as this one.

For those reasons we hope that each and every organization appearing before this committee will feel that it is welcome and that we are anxious to hear its representations. We also want everyone to know that we have no axe to grind and we are hopeful that no one will feel that he has to appear before us with a chip on his shoulder. Everyone of us wants to work for the best interests of the national capital. Thank you.

Now, gentlemen, this morning we were to have heard from the council of the city of Hull. Mr. Moncion, the mayor, got in touch with me and explained that he had to go to Montreal to transact some business for the city of Hull in respect to the waterworks and sewage systems. So, he asked me if he could be excused, and moreover he asked me if it would be possible

that we would permit him to come here around the 16th of May. Without wanting to take too much responsibility in this case, I said that it could probably be arranged. If it is the pleasure of the committee, I will notify Mayor Moncion that it will be all right for him to appear during the week of the 14th of May.

Senator REID: May I ask what the plans are for this week?

The PRESIDING CHAIRMAN: I was coming to that. While I am on this question of the city of Hull, I wish to mention that the brief which was originally submitted in French one day and another day was submitted in English has to be changed to the extent that a memorandum which was prepared by the Chamber of Commerce of Hull was only presented in French and we had to have that statement translated; it will be put in the mail this afternoon for you. Also in this connection, but regarding the city of Ottawa, I have received a letter from Her Worship Mayor Charlotte Whitton stating that she is sending copies of the annual reports of the city of Ottawa for the years 1954, 1955 and 1956. Those reports are already in the hands of our secretary and they will also be distributed this afternoon.

Now, this morning, in accordance with the wish of the committee we are fortunate to have with us Mr. Stewart Bates, the president of the Central Mortgage and Housing Corporation, together with some of his officials. We are planning to hear him this morning and if we are not through we will continue this afternoon. However, I would ask the members this afternoon, even if Mr. Bates has finished with his presentation and if we are through with the questioning, to come to this room for a few minutes. We are to have a very short meeting during which the C.B.C. and other people would like to take pictures in this committee room.

We are planning, tomorrow morning, to have a meeting at 11.30 to hear Dr. A. E. Berry, one of the officials of the Department of Health of the province of Ontario. He has promised to be here. I think we will secure from him some very interesting information regarding the situation on the Ottawa river. I will ask all the members to try to be here as a body tomorrow. We hope to finish with Dr. Berry if not tomorrow morning at least tomorrow afternoon. The meeting will be at 11.30. You will receive your notice this afternoon. This afternoon's meeting will be only a short meeting at 3.30.

Next week we are planning to hear the Metropolitan Council of Western Quebec. The chairman of this organization is mayor Edgar Quipp of Hull West. We do not yet have his brief, but we are hopeful that we will have it this afternoon; if we do not have Mr. Quipp's brief before this weekend we will delay that meeting.

I understand that the Chamber of Commerce of the town of Aylmer is anxious to appear before us and that they may have their brief ready for the beginning of the week.

This will probably give us two meetings for next week. The following week we will be hearing from the cities of Hull and Ottawa, and also other municipalities like Nepean and Gloucester townships who have prepared briefs, which briefs will be approved by their own councils and then sent to us.

Senator LAMBERT: Will Dr. Berry have a brief?

The PRESIDING CHAIRMAN: Dr. Berry has a report prepared on the work which he has done on the Ottawa river. We will certainly have sufficient copies to distribute to the members of the committee, but I am told that we may not have as many as we would like to have for the press and other people who may wish to have copies.

Senator LAMBERT: May I ask if the chairman or the secretary received any further notice from the Quebec provincial authorities about sending a representative here?

The PRESIDING CHAIRMAN: We have not yet heard from them.

Mr. CARON: Would it not be a good idea for you to communicate with the Premier?

The PRESIDING CHAIRMAN: I certainly know him well, and I will do that if it is the wish of the committee.

Mr. CARON: I suggest that it would be a good idea.

The PRESIDING CHAIRMAN: We will now proceed, and I will call Mr. Stewart Bates and ask him to come up here and sit beside Senator Gershaw.

I am pleased to introduce to the members of the committee Mr. Stewart Bates, president of the Central Mortgage and Housing Corporation, who is here with three of his officers, one of whom is a very good friend of mine, Mr. John Hodgson, who was in Montreal, Mr. A. H. Armstrong and Mr. R. Mersey. These gentlemen are at your disposal. I think Mr. Bates has a short memorandum.

Mr. Stewart Bates, president, Central Mortgage and Housing Corporation, called.

The WITNESS: Mr. Chairman, I would like to refer for a moment, and it will only be for a moment, to the Greenbelt problems. In the evidence given to you by the Federal District Commission—and I am referring particularly to your volume No. 3 of the minutes of proceedings and evidence, on page 202—they quoted the government directive on the Greenbelt that was made last summer. In this quotation, in my judgment, they omitted what is one-half of the important statement. The government gave us really two directives. They told us to make no N.H.A. lending available in the Greenbelt area, and for the purposes of their order they defined that Greenbelt area as the one that had been approved in 1947 by the Ottawa Planning Area Board. The F.D.C. has already brought to your attention, in their judgment, the desirability of widening that definition. However, we as a corporation, under this directive, have to operate on the 1947 Greenbelt area which differs from the one now proposed by the Federal District Commission.

But this is more important, gentlemen, and this is the clause in the directive that was not quoted to you by the Federal District Commission:

The limitation to be imposed is that, until further notice, no assistance with respect to housing and land development in the designated area will be entertained by the Central Mortgage and Housing Corporation unless the proposed development is in accordance with a plan that has been approved under the Ontario Planning Act.

This proviso has to be called to your attention because it was not brought to your attention before. We are not to lend in this area unless the proposed development is in accordance with a plan that has been approved under the Ontario Planning Act. That is, in short, within the area as defined, anyone who registers a plan under the Ontario Planning Act can have access to N.H.A. financing by our government's instructions. Again, in short, this means that within the rich area—after all this is the capital and this periphery is one of the richest of all land areas contemplated in the history of Canada over the next 25 years—it is possible, under the present government directive, for anyone to register a plan for a subdivision under the Ontario Planning Act and get access to N.H.A. financing; the door is open.

We have tried to estimate just what this might mean. We have gone through the operations of the Ottawa Planning Area Board, and we find that in the last year, since this directive was given to us and until April 17, 1956 six such plans have been registered totalling approximately 1,000 houses. All these plans have not yet come to our branch manager, Mr. Mersey, who is

here with us; only one of these, so far, has come to us for our approval. You understand, gentlemen, that although a plan may be approved by the Ottawa Planning Area Board, or any planning group in this country, that we have to look at this plan from a purely mortgage-lending point of view and we give approval or disapproval to the plan as lenders or as insurers of the mortgage loan; or we may accept the plan as it is and downgrade the evaluation of it from a mortgage point of view. But, nevertheless, some six plans have already gone through the door of the Ottawa Planning Area Board although only one has, so far, come to our corporation.

I do not think, Mr. Chairman, that I have anything more to add. We have, for three years worked very closely indeed with the Federal District Commission on our operations in this area. It was only last year that we had a direct government instruction. The instruction perhaps, opened the door on the restrictions made that would not have been opened otherwise—I am not sure—because the limitations which we were imposing before July of last year were perhaps more severe. We had limitations as to the size of the lot, one acre, in addition to others, but since July of last year it is now possible for a sub-divider to get a plan registered with lots much smaller than would have been admitted before.

Really, gentlemen, as we see it, there are two questions. It is not merely a definition of the Greenbelt. As public servants, that is defined for us. The Federal District Commission, another group of public servants, are recommending a change in that definition. From where we sit we are more concerned with drawing your attention to the proviso under the existing directive in respect to lending for new subdivisions which we will have to meet. Already one of these is beginning to pass through our administration and, as I mentioned, there are 1,000 houses already approved by the Ottawa Planning Area Board and they will come to us at almost any time and could be admitted within the Greenbelt under our present instructions.

The PRESIDING CHAIRMAN: Thank you, Mr. Bates.

Mr. CARON: Before questions are asked of Mr. Bates, I would like to direct a question to Mr. Hay. Is the new proposed Greenbelt accepted as it is now by the Federal District Commission or do you still go according to the old Greenbelt?

Mr. HAY: The F.D.C. has accepted the new Greenbelt.

By Mr. Caron:

Q. Well, Mr. Bates, would you need special direction from the government to go according to the new Greenbelt?—A. Oh, yes. That would require a new directive. Our direction is to go by the 1947 Greenbelt.

Q. They could go according to the same directions and also according to the new size of the Greenbelt. You would need direction on that from the government—A. Yes.

By Senator Lambert:

Q. I would like to ask Dr. Bates if in connection with the approval of these projects to which he has just referred, is any consideration given by the corporation to services that would be supplied in connection with those new areas? Do you not have to be assured, in connection with your approval of the mortgage loans, that the properties will be adequately serviced with water and sewage facilities?—A. Yes. We have a set of rules which we apply across the country, from St. John's to Victoria, on subdivisions. These rules indicate that, if there are no piped services, no water, no sanitary services, the subdivision will have to be approved by us. The individual lot, if there are no services, has to be an area of 15,000 square feet to reduce contamination.

We look at the soil conditions in each case as to the permeability of the soil. If there are problems in some areas with respect to soil we might make the sizes greater; but we have a general rule that there must be 15,000 square feet if there are no piped services. If there is water without sewage, there must be 7,500 square feet in the lots. Again, this is flexible according to our investigation of the soils. We discuss all these things with the local health officer in each instance before approving it. This is done merely to protect our interest as lenders or insurers. This rule is in effect from coast to coast and it happens within the Greenbelt area in any section where there are no piped services; but we also apply the same rules in other parts of the country.

Q. I understand that in North York they have stopped operations there simply because there was a dearth of services—that is water supplies and sewage disposal facilities—that is a serious problem and that there is no progress being made there at all.—A. That is quite so. Obviously, in a problem of this kind, you cannot have a simple rule. If you get into an area like North Vancouver, on the side of a mountain, your stringency, in terms of application of these rules, must be very much greater than it would be in some flat area where the soil was absorptive and so forth. We must try to meet the local conditions. In some areas we will not lend at all on septic tank properties because of the impermeability of the soil.

By Mr. McIlraith:

Q. As I understand the restriction now, it is largely a negative one that you do not lend on houses in the area. Does the whole problem of your activities in the Greenbelt not stem from the lack of planning, or certainly as to the zoning, of the Greenbelt and what is intended to be done with it in the future?—A. You might put it that way. This is not our problem. I think it is the problem of the Federal District Commission essentially.

Q. What I was coming to is this: that your problem is basically one of lending on mortgages and that the property of the Greenbelt belongs to another authority, and that what is required here, to remove the difficulty in which you find yourselves, is for the zoning for the Greenbelt and the plans for the Greenbelt for the future to be put forward in a positive way, and then you can operate within that delineation in your ordinary way?—A. Yes. I still want to insist that I am in no difficulties whatever. We will not approve a loan anywhere that we do not think is good. We have, from the government, an instruction with respect to this particular area, and all I wish to point out to the committee is that within these instructions, if you want to limit building, the door is so wide at the moment that the objective of the F.D.C. is not being achieved.

I would like to point out further, gentlemen, in connection with that, that a few years ago in the so-called Greenbelt area when we investigated the number of houses being built under N.H.A. provisions and being built under non-N.H.A. provisions by approved lenders or people on their own, the proportion of N.H.A. housing was quite low. However, this will be no longer so if this registration of plans can go ahead, because formerly we insisted that there must be an acre or more for the individual house, whereas now the door is open to subdivision. I suppose, if this goes ahead, that 80 per cent of the financing of houses in the Greenbelt area will be under N.H.A. if this is allowed to continue. However, this is not a problem of ours.

Q. I used the term "difficulty" and you apparently take issue with it. The fact now is that you are prohibited from making loans on what may be wholly desirable houses for the Greenbelt because of the prohibition in the order from the government. You cannot lend in that area where there is not approval of a subdivision plan by the Ottawa Planning Area Board?—A. Unless the plan is registered we cannot.

Q. That is my point.—A. That is quite so. We have not made one loan in this area to an individual householder since the restriction was made.

Q. That is right.—A. But if it is registered, then under our instruction we can lend.

Q. We come back to the point that what is required to be done here first, in order to let desirable housing in the area go on, is a zoning of the whole area as to what the pattern of development should be; and it may be that the national capital authorities—and I use the word loosely now—will desire that the amount of requirement for land for housing would far exceed any requirements you would have for reasons of proper business of the Central Mortgage and Housing Corporation as such. Is that not correct?—A. That is quite so.

Q. So that it may be that the problem goes far back of the Central Mortgage and Housing Corporation, and that what we have now is a more or less negative restriction on your activities in the area keeping you out. I think that you will grant also that inability to get N.H.A. housing loans could retard building in any area.

Senator LAMBERT: May I interrupt? Is it not true, as Dr. Bates indicated in his first statement, that whatever happens under the 1947 directive is going to happen, as far as Ontario is concerned, as a result of approval or disapproval under the provincial planning act. That is the fact now.

Mr. McILRAITH: That is the situation now.

By Senator Lambert:

Q. It has no relationship at all to whatever boundary or limitation the F.D.C. may have in connection with the Greenbelt now or in the future. I would think that the whole question as far as your operations within that area are concerned would depend purely upon the Ottawa Planning Board?—A. Yes.

Q. Having that in mind, there have been a number of projects undertaken since 1947, or since 1950, within the precincts of Ottawa which have later been taken into the municipal boundaries of the city. Those projects were partly private undertakings and some of them were done with the cooperation of the Central Mortgage and Housing Corporation. Now then, before you undertook those, was there any kind of a defined zoning operation or was it entirely due to the plan which was laid before you by the contractor or the contractors who were undertaking the building of those houses?—A. This was at a time when I was in another sphere of activity. I think that some of the other people here could answer this question.

Mr. R. MERSEY: I am not quite sure what the question was.

Senator LAMBERT: Were the projects which have been undertaken in the past undertaken as a result of a definite effort on the part of the municipal planning or zoning operation to define where these new additions should be built?

The WITNESS: The senator is referring to places like City View.

Mr. MERSEY: Most of those were approved plans made by the contractor.

Senator LAMBERT: The contractor is the initial factor in this connection?

Mr. MERSEY: Yes.

Senator LAMBERT: I am trying to find out whether your plan is based on any municipal by-law or plan which related to these new additions to the city or what we call the provincial planning department, which is a central affair. I think the Ottawa Planning Area Board is a branch of that.

Mr. MERSEY: They have to conform to the local by-laws.

Senator LAMBERT: Well, have you ever had any discussion or have you had any specific instructions laid down for you by the Ottawa Planning Area Board?

Mr. MERSEY: No.

Senator LAMBERT: I am just wondering whether you could say, up until now, that the developments of the suburban area which have resulted in the enlarging of the boundaries of the city of Ottawa have been done in a rather *laissez faire* manner?

Mr. MERSEY: These sub-dividers have to have the approval of the township, and the school board at this stage has a look at the plan; it goes to the Ottawa Planning Area Board and then to the province for approval and we normally do not see it until afterwards. At this stage we may have comments on it. However, they have that chain which they have to go through first.

Senator LAMBERT: The building has actually taken place before the application is made? Has the erection of houses in some of these adjoining suburban areas taken place as a result of the enterprise of the contractors with the approval, which should be given in the way of planning and such, being made after the buildings were up?

Mr. MERSEY: It is possible. I know about it only in respect of the last two or three years. They have got to go through these various bodies for approval now.

The WITNESS: Within the Ottawa area, which is the point with which you ladies and gentlemen are concerned, it is no different from any other municipality in the country; the growth around the city of Ottawa is no different than the growth around the cities of Halifax, Saint John, Montreal, or anywhere else. Every city in the past decade has burst its bounds beyond its original legislative, constitutional or municipal orbits. Every one has done this and, in fact, perhaps Ottawa is one of the first that has a planning board which tries to bring in adjacent townships. Almost all the municipalities, as we think of them, are really conglomerations of other municipalities. In each one of these the planning is done in perhaps a less planned way than it is here. In fact in some provinces there are no provincial planning acts at all. Ontario has a planning act and in the Ottawa region there is an Ottawa Planning Area Board which tries to bring in the townships and tries to do something of this type of control. I would not like the committee to be left with the impression that this is a more *laissez faire* community than any other; it is not. It is not always easy to get a township to agree in this planning board on a sub-division. This is so profitable a feature, this farm land which suddenly changes overnight into city land. This is true everywhere. It is not simply in our area. It is complicated a little, by reason of an attempt to hold the Greenbelt.

By Senator Lambert:

Q. May I ask if you took Mr. Mansur's place on the Ottawa Planning Area Board?—A. Yes.

Q. You are also a member of the Federal District Commission, *ex officio*?—A. No.

Q. Mr. Mansur who preceded you and also Mr. Sellar, is also a member of the Ottawa Planning Area Board?—A. Yes.

Q. What I am trying to get at is that the board has been in existence and has made a report since 1947—I think in 1947—suggesting that certain zoning be adopted by the municipalities, including the city of Ottawa and the adjoining townships. From all we can gather already in discussing this matter during General Kennedy's presentation, no headway has been made at all in connection with zoning plans so that any building which has been done—which as you say, is bursting the boundaries of the old municipality—has been done

in a manner according to the enterprise and the undertakings of certain contractors who want to develop some housing project. It is only a short time since we had a great outcry in the southwestern part, adjoining the city here, from an area which had no water or sewage service. The claim was being made on the city of Ottawa to provide those services and I have no doubt they did give them, with the help of the Federal District Commission. It is a different view in relation to all the rest of Canada, in the fact that this centre here is supposed to be one in which there is a greater amount of interest and a greater expenditure of money on the part of the people of Canada, with the idea of developing the national capital. Therefore, one would expect these operations to be more in keeping with that big objective here than elsewhere. I will not mention any of the other centres, for fear they might think it was an invidious comparison. At the same time there is a special reason why this should be done in a more orderly way here. That is the whole problem which presents itself right now in connection with the Greenbelt.—A. For the benefit of the committee, one other remark might be made. On this side of the Greenbelt and within the city of Ottawa there are still some 30,000 lots available for building houses. That is even before we touch the fringe or the beginning of the Greenbelt. The reason why people are going into the Greenbelt is that probably you can still buy a lot or an acre in the Greenbelt at \$1,000 less than you can buy it on this side of the belt. I am not sure if that will be so, after the discussions there have been at this committee. This has been the factor tending to push construction outwards. If there had been strict zoning controls within the Greenbelt area, this would have been restrained. Attempts have been made to get these zoning controls. I have not read all the evidence before the committee but certainly since the government issued its instructions last year, the Federal District Commission and the mayor of Ottawa have called in the municipalities, including the Ontario minister of Planning and Development, Mr. Nickle, who was here at several of the meetings, in an attempt to get a unified opinion as to the zoning of this area. It was found impossible to reach a decision. I presume that is why the Federal District Commission is making some counter proposals or alternative proposals to this committee. Even with a planning board, with the instrumentality for reaching a zoning decision, this has not been possible and the ordinary economic laissez faire forces have been driving groups into the Greenbelt because of the hitherto cheaper land and cheaper lots. However, there are still 30,000 lots available on this side of the Greenbelt.

By Mr. McIlraith:

Q. May I return to the line of questioning I was following before the interjection? I was asking about the lending of money on houses whose standards may be higher than those required by the ordinary requirements of your corporation. I asked if, because of the situation now, you have simply a negative prohibition in regard to lending on such houses?—A. Within the Greenbelt area as defined in 1947, we do not lend on houses no matter what construction, whether they are good, bad or indifferent.

Q. You are merely a mortgage corporation and you have a negative instruction, not to lend there?—A. Quite.

Q. The only actual lending you can do in the area is where sale of land is approved by the Ottawa Planning Area? Is that right?—A. That is right, the Ottawa Planning Area Board and the Ontario Planning Department.

Q. Wait a moment. I would like to go step by step and I am very sorry but I am not quick to understand these things. It must have the approval first of all of the Ottawa Planning Area Board, certainly?—A. That is right.

Q. The Ottawa Planning Area Board is a planning board created under the Ontario Planning Act?—A. Yes.

Q. It is just a standard planning board under that act, the same as any other board in the province?—A. Quite so.

Q. And any subdivider in any area of the province must, if he is going to register his plan of subdivision, have his plan approved under the Planning Act which, in the areas where there is a planning board, means by the planning area board?—A. Yes.

Q. Therefore, apart from matters of additional standards you may have, as the Central Mortgage and Housing Corporation, by way of drainage or the size of the lots and where there is no sewage system and certain matters of that sort, the only positive requirement here is registration of the subdivision under the Ontario Planning Act and with the approval of the Ottawa Planning Area Board?—A. Yes.

Q. Now, what I am coming to is this. You have no guidance by any authority outside of your corporation—meaning by that the government or any capital district authority which might be set up—and you have no direction as to special standards to be applied to the Greenbelt area, have you?—A. There are no special standards.

Q. If you could get in a comprehensive way the certain standards which the federal authority—using the term National Capital authority loosely—would lay down, it would permit you to operate in the Greenbelt area and make loans there? Would it?—A. Yes. We are an administrative body and we can administer anything we are told to administer in the housing field.

Q. Yes, but you could administer this under the same laws you apply in any other part of the country, plus whatever positive requirements might be laid down by the federal authority, requirements additional to what you might have in another part of the country?—A. Quite.

Q. Therefore, in this area, your limitations on lending or the limitations by the federal authority outside your own corporation, tend to discourage or to prevent house building in the Greenbelt area?—A. No. Let it be clear. It tends to prevent the individual home owner building, but it does not prevent the subdivider going in and building 500 houses.

Q. It tends to prevent the individual on this part of the Greenbelt but it does not prevent loans, because the subdividers have registered the plan with the provincial administrative authority and you have no special standards at all?—A. No. We operate the same as we would anywhere else in the country.

Q. Do you care to express an opinion as to whether or not we should have, from the point of view only of the C.M.H.C., the laying out not only of the zoning bylaws as to where the houses can be built but other standards, including any special standards as to acreage per house or square footage per house? Would not that be a better way of approaching this problem than the partially negative way in which it is being approached at present?—A. Yes, I would think that something of this kind existed in fact before the government directive last year. Before that time we had an understanding with the Federal District Commission as to what we would do in the so-called Greenbelt area in the matter of lending money. We said that each house must have an acre, must have 150 feet front, and must have a number of other things. Until the government directive came along, it would have been very difficult for a subdivider to come to our corporation and be promised an N.H.A. loan. We had no authority for this from the government point of view: we did it on this ground, that as lenders, this area was still remote from the centre of Ottawa and, as lenders, if someone came in wishing to set up 50 houses in the area we would be worried about the mortgage risk as there would not be adequate schools or there would not be fire protection and there were a hundred and one problems of that kind. As mortgage lenders, this would not be too good business for us. We could allow an individual house on a 150 feet front, or thereabouts, but we would not subscribe to wholesale subdivision. However, with the government

instruction of last July, this opened the door to the subdivisions. So in effect, Mr. McIlraith, perhaps there was the thing you are getting at.

Q. That is precisely my point. I am getting now to the point of the matter. The Federal District Commission, through being able to have some consultation with the C.M.H.C., and with good working cooperation, were able to exercise indirectly some advantageous control of the quality of development in that Greenbelt area? Would that be correct?—A. Yes, but it was inevitably wearing out, because we were doing this from a purely mortgage point of view and the moment development reached some point which would have touched the Greenbelt area, we would have gone in for mortgage loans there, no matter what the Federal District Commission said.

Q. You are exercising that authority purely from a mortgage point of view and the person seeking to build in that area or to develop it had no way of studying any set of rules to find out precisely what the requirements were.

—A. He could come to us and ask for approval of a loan or he could always get the loan from one of the insurance companies.

Q. Therefore, the situation would be that in regard to the type of thing you were partially doing in the area, it was done under the same general regulation covering the whole area and covering all authorities.—A. Yes.

Q. Then it is really a much bigger thing than the C.M.H.C. activity in the area.—A. Much bigger.

Q. The good work you were able to do there was really relatively small and now it has virtually stopped because of the directive from the government?

—A. Now, as the subdivisions are going ahead, the powers have diminished in effect.

By Senator Reid:

Q. I am very pleased that Mr. Bates made the opening statement pointing out clearly to this committee that they are not responsible for the report that it was thought there was a tie-up between your organization and the city council to force people to come and build within the 30,000 lots within the city. Hence, the regulations were made severe by the C.M.H.C. I am very glad that has been cleared up, because your organization was getting the blame for forcing the people out of the city and into the Greenbelt. You have made the statement very clear now that such is not the case and I am very glad to have that explanation and I think it should be published, as it is too commonly said that it is your policy which is forcing people to come into the city in the 30,000 lot area and that hence your regulations are made so severe. My question really is whether your regulations, apart from the directive from the dominion government, are the same right throughout the whole of Canada?

—A. Yes.

Q. If I want to build a house in the Greenbelt area, first of all I have to go to the Ottawa Planning Area Board?—A. You mean the individual home owner?

Q. Supposing I bought property in the Greenbelt and wanted to build a house under N.H.A., would I not first of all have to get the permission from the municipal authorities or the proper planning board?—A. If you are an individual home owner in the Greenbelt, in Nepean say, you would have to meet any of the local housing by-laws and your design would have to meet the regulations. If you wanted an N.H.A. loan, we would say no. If it were in a registered plan, we would approve it. If you were not a registered home owner, under the present instructions, we would say there could be no N.H.A. loan. We are not allowed to lend to individuals.

Q. If I had a lot and wanted a loan under N.H.A. I first of all go to the council, the planning board, and have to lay before them particulars as to the size of the house. It is laid down how many feet it must be back from the

front. If I did not do that, I would receive no consideration from the N.H.A. until I got the okay from the planning board. I was asking if this same thing applies in Ottawa?—A. There are two possible positions if you are in the Greenbelt area or if you are an individual. One is that you buy a lot somewhere, a piece of property, and you want to build a house on it; you merely have to subscribe to the laws of Nepean or wherever you happen to be. You will not get an N.H.A. loan, because we do not lend in the Greenbelt on individual houses. However, if you buy a lot which is already laid down and registered in a subdivision plan—which in the process of time would have gone through the Ottawa Planning Area Board and the Ontario Planning Department—if you have got a lot which is in a registered subdivision, because of this wide open door in our instructions, you could get an N.H.A. loan for that house in that registered subdivision. That is why I am trying to put your question in a more specific way, since the answer is really both yes and no.

Q. Are the two operating here, the Ottawa board and the Ontario Department?—A. Yes, under the minister in Toronto. The correct titles are the Ottawa Planning Area Board, under the Ontario Planning Act. It is a creature of the Ontario Department of Planning and Development. It is under the Minister of Planning and Development in Queen's Park.

Q. They settle the plans before you are allowed to build?—A. In a subdivision, yes.

Q. Do these three bodies get together, the Federal District Commission, the Ottawa Planning Area Board and your officials—to discuss the matter of planning, or does each of you go on your separate way?—A. If you are a developer in the Greenbelt area today, you would develop on your own a plan for this land you had to lay out. You would take this plan to the Ottawa Planning Area Board for approval. If they did not approve of it, I think you still have a chance by going to the Province, on appeal. If the Ottawa board approve of it, it goes to the minister of Planning in Toronto. In this Ottawa Planning Area Board there is a representative of the Federal District Commission and a representative of our corporation. We make up two of the nine people on that board. We have two votes against nine.

Q. You are outvoted?—A. I should have said two against seven.

By Mr. Mang:

Q. Surely it is two out of nine?—A. If it were a question of subdivision in the Greenbelt area, I think you can be fairly sure that the chairman of the Federal District Commission would not give his de facto or even his de jure approval of it. But the plan nevertheless may go through. The plan then goes to the minister for approval in Queen's Park. At some stage after that, this plan comes to us as potential lenders. We may change the plan in part. We may not like the street layout or we may say the lots are not big enough from the mortgage point of view or we may say that instead of lending \$10,000 we may lend only \$8,000 or \$7,00. There are various things which might be modified but it is unlikely we would throw it out completely and say there would be no lending. The plan has already had the approval of all local and provincial authorities and if it meets our general standards the plan could be approved by us. Now, you as an individual in the country, want to live in the Greenbelt. You want to buy a lot in that approved area and you could go to a bank or insurance company and ask for a loan on an individual property there. If it is a certain type of house, we would then determine the specific lending value on that house. Our local appraisers would determine the lending value. If you liked, you could get it from the N.H.A. or if you did not you might get it anywhere else. In your own case Senator, of course you would have enough money and would probably do it yourself and put the house up without a loan.

By Senator Cameron:

Q. This has been a very interesting and clearcut explanation by Mr. Bates. In the last five weeks I have been driving nearly 1,000 miles in this town looking at some of the new building areas and some of the homes. I can be wrong, but I have a very distinct and uneasy feeling that the people doing the planning are the contractors. They may have it approved in some general fashion but one of the things which concerns me is the size of the lots in these approved areas. Who sets out what the size is to be and what the minimum size is? Here is a specific example. You go to a man and say you would like to build a certain sized house on this lot. He says to you that the lot is not big enough, that you must have two lots. That is one point. Another point is that there is a sort of helter-skelter arrangement of housing. Even in Rockcliffe you will have a good home in one spot and a tumble-down shack alongside it. I find that is true in some of the new areas. There is a great variation in the quality of housing in some of the new subdivisions being erected. In other words, there is even too great a spread in one subdivision and no space at all in another. What are the facts as to the minimum size of lot, who sets it out, and in practice, am I wrong in saying that the contractor is the person who in fact determines the size of the lot?—A. Ottawa is no different from any area in Canada. The development of the area, the basic layout and planning, is done by the developer, the merchant builder, or in some cases, the contractor who carries within himself all the functions. I think the committee should be aware that this aspect of our Canadian life is undergoing a major revolution at present. In the early postwar years—in fact, one might almost say until 1950—the typical street layout in Canada had been determined well in advance by the municipalities. They had laid out services, sewers, water supplies and so on, years in advance of the development. Really, until then, any one building a subdivision had to follow the line which had been laid down in the past—good or bad—by the municipalities. Of course, there would be a great many small builders who could find lots anywhere, men who live by building 10 or 20 houses a year. Since 1950 this situation has altered fundamentally. The tremendous urban growth has outrun the original piped services. It has now outrun them even on the prairies which had the biggest supply, so to speak.

And in the present stage of development the municipalities, more and more, are saying to the sub-divider: if you want to divide this area you should proceed to lay out the sewers, and lay out the whole development; and in some instances you will build the schools. This is happening now almost from coast to coast but particularly in the rapidly growing parts of the country.

This means that a new creature has emerged in our economy; he is not a simple contractor; he may have been originally a contractor, but now "he" is a group of people; he is a legal man, usually, because there is a great deal of legal work to be done in this field. "He" may even be a concern of architects, engineers, professional planners; he is probably a builder or if not a builder, he will have large builders under sub-contract to him. He is a salesman; he has got a sales organization; he is everything from the acquisition of a piece of raw land to a final sales organization.

In 1955, 50 per cent of the houses in Canada were built by such people and I think that 5 per cent of the builders—if my figure is correct—5 per cent of the so-called builders in Canada built 50 per cent of the houses. This has changed a great many things.

When the builder puts in the sewer, the city does not have to worry any more about debentures or anything else for sewer building. He finances it, and the sewer gets worked right into the mortgage. It is not in the local improvement tax, or any of those old-fashioned gadgets which worried the municipi-

palities. Here is a nice new instrument by which a whole set of municipal problems can be passed over to the large developer.

I am going a long way to answer your question, but at the present time a very large subdivider of this kind—and we have at least two of them in Ottawa—would do his own planning on a basic layout, and he would bring his plan to the Ottawa Planning Area Board. In other municipalities it may be some other creature, if there is such; and there are some municipalities in Canada which do not have any of these things except a mere municipal clerk who rubber-stamps the plans. So you get the situation emerging, in a community like this, where there will be two or three very large developers, and then there will be a body of traditional builders—men who have been here perhaps for a long long time, though they may have only been in the housing business over the last four or five years—who are building twenty houses, or thereabouts and they are scurrying everywhere they can, to try to find a lot somewhere which has ordinary piped services available to them. So you are getting into this stage. For example, in the city of Winnipeg at the present time a specific group of builders have come together into a single co-operative organization, and they have bought very large tracts of land and are developing them in this way.

I might say that in this kind of development one out of every four or five houses will be left to the smaller builder because we are not squeezing them out. Here is one in which one lot out of every four or five is available to the small builder. It will change the quality of housing work and it will make a subdivision look much better.

So we are actually in Canada going through a major revolution in the organization of the house-building industry: in the realization of a new and emerging industry on a large scale—because they have taken over so many municipal functions—and with a group of small builders ferreting everywhere to get a small number of lots. They are the kind of men who will go outside any organized municipality and try to find for themselves a farm where they can get, let us say, twenty lots at a reasonable cost to themselves and then lay them out in a subdivision. This is happening across the whole face of our country. But when you get back to lot size regulations, perhaps someone else could answer that.

By Senator Cameron:

Q. All you have said follows what I said; that in fact regardless of the regulations the contractors today or these builder groups are determining the kind of housing you are getting in these inner areas, and here is what they are doing; it emphasizes the need for some new approach to zoning and planning which will build houses in advance of sale. Not custom houses; they will build a two bedroom or a three bedroom house. If you come along and try to get into a desirable area and build a custom built house of the kind that you might want to build, you will find it is very difficult to do it. I do not blame these enterprising people who have gone out and developed these areas. They are certainly enterprising and are making a lot of money out of it, but it does result in this kind of mixed residential area in your new system because they are the people who determine what kind of housing is going in, and not a planning board except at a very general level.—A. This too is changing; if you look at the face of our countryside in terms of its urban growth over new areas, and if you go into any subdivision in a fertile area, such as the greater Toronto area, you can walk through it—for example in Scarborough—and spot the sub-divisions of 1951, 1952, 1953, 1954, and 1955. You can see with your own eyes what a great effect some of the development people I have been speaking of have had in their own planning during that period of time; this is true once they get to the stage where they do have good planners

attached to them. I think the committee would be making a great mistake if it did not realize that at the end of the war Canada faced the prospect of building one million housing units in ten years time—one of the greatest urban growths of any country in the world. They were going to lay down a new world, a new Toronto in that period of time, and they asked an industry to build it, an industry which did not have too many good years during the depression, and which during the war had been circumscribed in building. So a new industry had to be created, and I do not think that any municipality knew of the kind of physical problems which would have to be faced in such a tremendous urban development.

We do not have many planners in Canada. Let us not pretend that we do. We do not have many professional groups. We have only four universities in Canada which make the least pretence of turning out this kind of person. We are only moving into the urbanization of our country, and we are only beginning to develop it now. I am speaking objectively on behalf of the municipalities, and the extent to which they have in this period tried to face up to this problem and have employed planners. I know that my own corporation long before I became attached to it brought into Canada some 25 to 30 planners to try to cope with this kind of problem. They are now scattered far and wide across the country and are in Vancouver, Toronto, and what have you. The city of Ottawa has only had a planning department in the last few years, but it is a very good one, and it has in it the nucleus for growth. I think we would be remiss in our human sympathies if we did not point up the part that the building industry on one side and the municipalities on the other side have done in laying down these one million houses. I believe that great credit is due to them. But our production shows that in the housing in 1955-56 we are moving to the stage where the developer knows that he has got to the point where he must sell by quality; he can no longer sell a hole in the ground in most communities, as he could as recently as a year ago—and as you can still, here in Ottawa.

By Senator Lambert:

Q. Just as a matter of information, do you find that the supply of materials, especially of some materials, is acting as a deterring factor at the present moment in building operations?—A. No, sir, there is only one thing which really restricts us, and that is the actual supply of land. That is a great problem. As recently as 1950 you could buy a lot in the Toronto area, a serviced lot, for perhaps \$1,500 for a 50 foot lot; but today this will cost you \$3,500. There has been that amount of increase in that period of time. This is a land problem. This is the thing which presents the problem in our so-called Greenbelt; this speculation in advance of development. One would imagine that there was not enough land in Canada and that we were living in the United Kingdom or some other congested country. To show where this affair has led us I might say that the cost of a house in Toronto, a typical house, has gone from \$10,500—that is the house plus the land in 1950—to \$14,000 today, for the kind of house I am thinking of. In that increase, less than \$1,000 is attributable to the increased cost of materials and supplies, while almost four-fifths of the increase has been in the price of land. Land is a scarce item and this is true in other urban communities. In the next twenty-five years, if we merely do what we are doing today, without thinking of the speculator, if we merely continue what we are doing today, we will have to put another 3½ million houses in urban communities during that period. We shall have to double our housing stock, and there is not going to be a lack of enterprise. The enterprise is there now in a way in which it was not there in 1946. We have the enterprise, the imagination, and the development of good housing, just as good as you will

see anywhere; and in terms of the cost of the house itself, perhaps just as economical as in the United States. But it is the land cost which is the enormous thing.

We had a large developer in to see us from the United States about a month ago. He never builds less than three or four hundred houses in a single community, and he designs the whole thing, including churches and other community buildings. In Pittsburgh, a city of about the size of Toronto, and a city which is growing almost as fast, the cost of his land today is now \$2,000 per 60 foot lot, as against the \$3,500 or more in a city of the same dimensions in Canada. We found that he was building in a very difficult terrain. He had expensive street formations to build up. Here we have a special land problem. It is not our business and your business in the committee and I fear I am running far afield in connection with the question.

By Mr. Mang:

Q. Take for example the city of Regina where we have a lot of level land. We have an area there which two years ago was sold for \$90,000, and then inside of two years it was worth \$1 million.—A. Yes.

By Mr. Robichaud:

Q. Dr. Bates made it clear in his statement that, under certain conditions, loans could be granted under Central Mortgage and Housing within the boundaries of the Greenbelt as defined in 1947—but it seems to me that when the Federal District Commission presented its brief it believed that the Greenbelt which it recommended, as shown on chart 49, should be one within which loans are withheld. If such a recommendation was implemented, would it not prevent the granting of loans altogether? Is it the purpose, to make them conditional? —A. I am not quite sure what the Federal District Commission had in mind in that particular statement. Perhaps Mr. Hay could illustrate it.

Mr. A. K. HAY: Perhaps I might answer that. The Federal District Commission would have no objection whatever to loans being granted within the outlines of the proposed Greenbelt provided that the construction met certain requirements, that is, as to individual housing with certain sized lots; institutions on other sized lots; and even a certain amount of light industries on certain sized lot holdings, provided that the construction was in accordance with the restrictions, we would have no objection to national housing loans.

By Mr. Robichaud:

Q. I take it that when your chairman used the word "restricted", he might have used a better word.—A. I take it that the Federal District Commission says that under certain conditions to be spelled out, you would agree that loans should be made.

By Senator Lambert:

Q. As I understood it, a suggestion was made very definitely that restraint should be exercised pending the establishment of a systematic program of zoning regulations and planning facilities. I think that was one point of view, the details of which were not defined, and it was a matter again of co-operation with the municipalities involved to have an orderly and planned economy established before the whole enterprise of building was done.—A. I am not quite clear what was the complete rationale of government policy when the statement was made last year, but I would imagine that it would be like this: as we know, the federal government does not have authority in matters relating to this kind of thing, and if construction was to be controlled on these lands, would there have to be some legitimate baby on which to fit this uniform, this dress: and the only restricted land provincially recognized

was the 1947 Greenbelt, which was defined provincially and locally; so here was the baby to which we were instructed to fit certain clothes.

By Senator Reid:

Q. What was the object of the local and provincial governments in designating that land for that purpose?—A. My understanding was that the Greenbelt of 1947 was done in response to our national capital aspirations at that time.

Mr. A. K. HAY: That is right.

By Mr. Gour (Russell):

Q. Mr. Bates, how could you say that the policy we should carry on was formulated by the government or one of its corporations? You will not grant a loan to that gentdeman there. We are of the opinion that it should be the Greenbelt there, but you will lend money to an enterprise which is not in the Greenbelt, even when you have no Greenbelt, even when you have not settled it down. You say that you will not lend to John or Jim, to people who are in the Greenbelt and who are not able to move from there. But nobody has the right to expropriate a home and not pay the owner for it. Such a man will remain in the dark, while these loans could be carried on properly by our government. I do not know where the trouble is but I think the commission and the provincial government should be more co-operative; also the city, the townships, and the government of Quebec. They should have some kind of an understanding with this corporation so that as a result you will be in a position to say to John or to Jim: here is what we say shall be the Greenbelt, and that is what it shall be, the Greenbelt. Now, in that Greenbelt there is going to be a hospital here, an industry there, and you will design your plan, if you want to build, in accordance with this plan, and you may settle down. You will then have the power to borrow money anywhere, if people will lend it to you, and you will have the power to settle your own whereabouts on that land, and if we have to expropriate it, we will pay you what it is worth, but you will be the master.

But you cannot be the master of a farm and the buildings on a part of the property. Individually I must say that I am opposed here, and I do not think it is a proper move. I am against that way of moving in. I think first of all, as the Prime Minister has said, that there should be a settled standard arrived at between the province, the city of Ottawa and the townships; and then the matter can be worked out. I think that the Federal District Commission has done a splendid job and that you are to be complimented. I think you are ready to go into politics because you have worked so well up to the moment. I will tell you later how to do that. It seems to me that about nine years have elapsed, and I think it is now about time that the thing should be settled. I think we should come to an understanding, and if they want it, we might as well say that the public money, from British Columbia to Newfoundland, has been spent for that purpose. I believe that in the province of Ontario, the province of Quebec, the city of Ottawa, the city of Hull, and all the other cities there is a duty, and I think they will respond to that duty if you will put it down in black and white. I think people will say that we are ready to do anything in order to get this matter straightened out nicely with respect to what we call the beauty of our capital and its surroundings. I think those people are quite clever and that they will understand. But first of all, the problem will have to be set forth in black and white. Do you want to apply some influence in Ottawa or do you not? I think otherwise you will never get anywhere with that question.

By Senator Lambert:

Q. I think the information which has been given here by Dr. Bates has been very useful in every way not only as applied to the specific problems in the committee in relation to the Greenbelt area around the capital, but also to the whole project of the capital scheme and also in his analysing of the economics of the housing problem all over the country which indirectly must have a bearing on this problem. But the problem which concerns this committee, and which was presented very definitely in the brief by General Kennedy about the Greenbelt is one which, in the light of what has been said here, is not one which is not impossible of a solution, provided that the problem be dealt with at the proper levels; and we must remember that in this particular case here that we have a jurisdictional problem which is at the base of the whole thing. Until that problem is satisfactorily clarified, I do not think we can do anything more than we have done. I must say that we are very grateful to Dr. Bates for having helped us to see it more clearly than we have seen it previously.

The PRESIDING CHAIRMAN: Are there any questions which you wish to ask Dr. Bates?

By Senator Cameron:

Q. I am still interested in this question of lots, but I shall be asking about it later, and not now.

Mr. A. H. ARMSTRONG (*Adviser on Community Planning to Central Mortgage and Housing Corporation*): I think it is the exception to have a municipal set of subdivision regulations in this country, although it is quite a common thing for cities in the United States. The province of Ontario, for instance, has a few of what they refer to as "advices" on the subject, but they do not have statutory regulations as to lots and areas; and even these matters on which advice is given are subject to the discretion of qualified people such as Dr. Berry whom you will be hearing tomorrow. There are probably excellent reasons why it is not possible to regulate matters of that kind without giving discretion in connection with the regulations to highly qualified specialists and the accumulation of professional staff.

Q. But there are people who are making plans for lots with no planning authority in such an area?

Mr. ARMSTRONG: Yes, I think that is true.

The CHAIRMAN: Gentlemen, if we have no other questions we will adjourn until 3.30 this afternoon.

Now, I wish to extend the thanks of all the members of the committee to Dr. Bates and his assistants, Mr. Armstrong, Mr. Hodgson, and Mr. Mersey.

The committee adjourned.

THIRD SESSION—TWENTY-SECOND PARLIAMENT

1956



Joint Committee of the Senate and the House of Commons
 on the

FEDERAL DISTRICT COMMISSION

Joint Chairmen:—The Honourable Senator F. W. Gershaw
 and
 Mr. Armand Dumas, M.P.

MINUTES OF PROCEEDINGS AND EVIDENCE

No. 6

FRIDAY, MAY 4, 1956

WITNESS:

Dr. A. E. Berry, Director, Division of Sanitary Engineering, Ontario
 Department of Health.

EDMOND CLOUTIER, C.M.G., O.A., D.S.P.
 QUEEN'S PRINTER AND CONTROLLER OF STATIONERY
 OTTAWA, 1956.

MEMBERSHIP OF THE COMMITTEE FROM THE SENATE

Honourable Senator F. W. Gershaw, *Joint Chairman*,
and Honourable Senators

Aseltine, W. M.
Cameron, Donald
Connolly, J. J. (*Ottawa West*)
Connolly, H. J. (*Halifax*)

Dessureault, J. M.
Lambert, Norman P.
Reid, Thomas

MEMBERSHIP OF THE COMMITTEE FROM THE HOUSE OF COMMONS

Mr. Armand Dumas, *Joint Chairman*,
Aitken, Margaret (Miss),
and Messrs.

Blair, W. G.
Buchanan, W.
Caron, A.
Fraser, Alan (*St. John's East*)
Ellis, Claude
Gour, J. O. (*Russell*)
Hansell, E. G.
Harkness, D. S.
Houck, W. L.

Leduc, R. (*Gatineau*)
Mang, H. P.
McIlraith, G. J.
Nowlan, G.
Philpott, E.
Richard, J. T. (*Ottawa East*)
Robichaud, H. J.
Weselak, A. B.

Antoine Chassé,
Clerk of the Committee.

MINUTES OF PROCEEDINGS

The Senate, Room 368,
FRIDAY, May 4, 1956.

The Joint Committee of the Senate and the House of Commons, appointed to review and report upon the progress and programs of the Federal District Commission in developing and implementing the Plan for the National Capital, met at 12:00 o'clock noon. Mr. Dumas, Joint Chairman, presided.

Present:

The Senate: Honourable Senators Aseltine, Cameron, Connolly (Ottawa West), Lambert, Reid.

The House of Commons: Messrs. Blair, Caron, Coldwell, Dumas, Fraser (St. John's East), Harkness, Hansell, Leduc (Gatineau), Mang, Philpott, Robichaud, Weselak.

In attendance: Dr. A. E. Berry, Director, Division of Sanitary Engineering, Ontario Department of Health; Mr. R. B. Bryce, Clerk of the Privy Council and Secretary to the Cabinet; and for the Federal District Commission: Major-General Howard Kennedy, C.B.E., M.C., M.E.I.C., F.E., Chairman; Messrs. Alan K. Hay, M.E.I.C., General Manager; H. R. Cram, M.E.I.C., Assistant General Manager; J. Edouard Handy, Secretary; D. L. McDonald, M.T.P.I.C., C.S.L.A., Director of Planning, Walter Bowker, Director of Information and Marcel Couture, Chief Accountant.

The Committee considered the Report of the Ontario Department of Health, Sanitary Engineering Division, on Pollution of the Ottawa River and Tributaries.

Dr. A. E. Berry, Director, Sanitary Engineering Division, was called. He gave an outline of the aforementioned report. The witness was questioned at length on many aspects of the said report. -

At the conclusion of his deposition, on motion of Mr. Coldwell, a vote of thanks was extended to Dr. Berry, for his very enlightening testimony.

At 1:40 o'clock p.m. the Committee adjourned to meet at the call of the Chair.

Antoine Chassé,
Clerk of the Committee.

EVIDENCE

May 4, 1956
12.00 Noon

The Presiding CHAIRMAN (Mr. A. Dumas): Gentlemen, we have a quorum at last, and in view of the fact that we do not have too much time, I shall be very brief in my remarks. We have the pleasure of having with us this morning Dr. A. E. Berry, Director of the Division of Sanitary Engineering, Ontario Department of Health.

I wish to say that we, the members of this committee, are grateful to Premier Frost for having been good enough to delegate Dr. Berry to come to this meeting of the joint committee this morning. So, without any further words I now call on Dr. Berry.

Dr. A. E. Berry, Director, Division of Sanitary Engineering, Ontario Department of Health, called.

The WITNESS: Mr. Chairman and hon. members; I am very glad to have the opportunity of being here today and discussing with you the problems involved in the pollution of the Ottawa river and tributaries. But I think before discussing the report, copies of which you have, I should make some introductory remarks.

First may I say that this is a problem which has been under review for a number of years. There is a very great interest in the quality of the water in the Ottawa river and tributaries, interest by our own department and others, and we are keenly concerned with measures which will bring about an improvement of conditions here. Perhaps it might be well at this time just to indicate to you what the Department of Health of the province is endeavouring to do in connection with stream sanitation, not only here in the Ottawa river but throughout the province.

There is a very definite program under way which it is hoped will in the very near future bring about decided improvement in stream sanitation throughout the entire province.

As far as the Ottawa river is concerned, I would point out that this matter has been discussed with representatives of the Ministry of Health of the province of Quebec, and we are familiar with what they are doing on both sides of the boundary.

In Ontario there are a number of organizations which are interested in stream sanitation and in the Ottawa river, and I shall discuss them now. First of all there is the health department of the province which has had an interest in stream sanitation for a good many years, then there is also the Pollution Control Board of the province. Probably you are not familiar with the make up of that board. It is composed of representatives of the various departments of the Ontario government, departments which are interested in pollution.

In addition to the Health Department, there is the Lands and Forests Department which is concerned with fish and wild life; and also there is Agriculture, Mining, Municipal Affairs, Research, and so on. And in order that pollution might be attacked in all its phases, this Pollution Control Board was established so that there could be joint operation.

Legislation was passed at this last session of the legislature in Ontario authorizing the establishment of a Water Resources Commission. The members of that commission were appointed only yesterday, and the announcement is to be found in the press of the members of that commission. So all these different groups are concerned with water sanitation whether it be in the Ottawa river or any place else in the province.

I merely mentioned that to indicate that there is a definite program at present to bring about an improvement in this situation. Those are the government agencies which have been mentioned. But there are also many voluntary groups particularly those who are interested in fish and wild life, and they are doing very effective work in bringing to the attention of the public the necessity of improving stream sanitation and of the advantages which occur therefrom.

I should mention also at this time the legislation under which we operate in this province. I refer first of all to the Public Health Act, and that act does contain a number of sections relating to pollution. There was an amendment made to it at this last session which I believe improves conditions a good deal in so far as sewage treatment is concerned. And then in addition to the Public Health Act there are various other enactments which are used by the Pollution Control Board to deal with pollution of various kinds. So there is a good deal of legislation, and it is a question of dealing with that legislation and meeting the problems in these streams as they arise.

Now, as far as the Ottawa river is concerned, there undoubtedly has been delay here in meeting the situation, as there has been elsewhere and I think it is only reasonable that one must expect this.

First of all, during the depression years, there was not the money available for carrying on activities such as sewage treatment. So there developed in that period a considerable backlog of work.

Then, during the war, there was very little that could be done. Materials were not available, and contractors were not available. It was not until 1945 that this work became active, and since that time there has been very considerable progress. In fact, in the province of Ontario there have been more sewage treatment plants built and enlargements made than in any previous comparable time in the history of the province.

Following that up the provincial Department of Health has a program which it is hoped will result in detailed plans being prepared and ready for the construction of necessary sewage treatment plants by July 1st of 1957. Very good progress is being made on that work and we are hoping that most of the municipalities can meet that deadline.

There has been a good deal of work done on the Ottawa river, and as we go into this report you will see the number of studies which have been made.

We, in our department, feel that in working on streams of this kind it is important to have a series of tests covering a period of time. We do not like to make one series of tests, whether it be in the summer time or the winter time, and base an opinion on it. That is the policy which has been followed by the international joint commission in its work on boundary waters, and it is the policy which we have followed in dealing with inland streams.

As a result I think that we are able to get a very much better impression of conditions than we would from a single series of tests or from two or three tests. So this report which is before you is based on a number of tests, and it covers the entire period from 1951 to 1955; and in that period I think we have a sufficient length of time and a sufficient number of samples to indicate exactly what the situation is. There may be more reports needed still, but this one gives us some very good information.

Now, I should like also to make reference to a report that was published last year by the Anti-Pollution League in the province of Quebec based on studies that were undertaken there during last summer. That report contains a good deal of useful information.

Mr. Chairman, if it is agreeable to you, I should like to refer to certain parts of the report now before the committee. You will see it is a very lengthy one, covering 113 pages. I certainly have no thought of reading this to you, because a lot of the material here is supporting information that is useful for reference purposes, rather than anything else.

If I might direct your attention to just certain parts of this, I think we could do it fairly quickly, and from that you will be able to get the information that I wish to convey. In the first place, I should like to say that this report was just finished late yesterday afternoon. I have to apologize for the condition of it. You will see some long pages that they did not even have time to fold in. I hope you will overlook that.

The CHAIRMAN: That is perfectly all right, Dr. Berry.

The WITNESS: There are some errors in it. The plans are not as attractive as we would like to have had them; but we were anxious to have the report available for you here when this was under discussion.

I can tell you that the report has been under preparation for quite a number of months, and there is a great deal of material in it. On the first page I have a statement there to give the objective of the survey. I would like to make this clear: a water course must serve a number of functions, one of which is to carry away the sewage and wastes from communities, from industries and other activities associated with the development of a country. That is not always recognized. People sometimes get the impression that you can treat sewage and industrial wastes so that there will be no pollution in a stream. It just cannot be done. In theory it can, yes, but in practice it cannot be done. The problem as we see it is to reduce all pollution to a point where it is not going to have harmful effects on the stream. Just as in air pollution, in water pollution, if the impression we have is that we can treat these materials to the point that they will have no effect on streams, then we are not being realistic at all. I would like to have that made clear at the beginning.

If you will turn to page 4 we refer there to the tributaries to the Ottawa river, which have been looked into in this report. I might just mention that on page 5 and subsequent pages there is a description of these different rivers and streams. We will not take the time to go into that, but it is information that I hope may be useful to you for reference, if you wish to study the report in more detail.

On page 10 under the heading "organization of surveys"—I do not want to bother you with a lot of technical terms today, but this will help to explain just what was involved in the sampling technique, and what we were looking forward to. In this, we took a cross-section of a stream at various places. We will get an idea of the effect of pollution, say, where an industry or municipality is discharging its waste, or where one of these tributaries comes in. Cross-sections have been taken there, and samples collected at the mouths of tributaries, and on the stream at different places. If you wish to go into it in more detail, page 11 and subsequent pages gives the exact locations of these sampling points. We start at Timiskaming and go down to Point Fortune, but the various locations are given there. Of course, we will not take the time to review those.

On page 12, at the bottom of the page, there is a discussion of the industrial waste sources. You will see, as we go on in the report, that this is a very important aspect of the pollution problem.

We have to deal with the two matters, domestic sewage and industrial wastes. There is a brief discussion on page 12 and 13 on the main sources of

industrial wastes. You will see there divided up: pulp and paper mills, woollen mills, and other industries, and then finally municipal sewage. So that those are figures, showing the sources of pollution of a stream, the main sources. Then, at the bottom of page 15 there is a reference to the interpretation and explanation of these analyses.

There is an error here in the spelling of one word, but that is bound to occur in spite of the fact that it was checked. At the bottom of page 13 we refer to what is known as "grab" samples as compared with composite samples. We like to have composite samples where possible, but it is not feasible always to do that, and we must take them as we can get them. Then on pages 14 and 15 I would direct your attention to this tabulation of municipalities—both of tributaries and of the Ottawa river—water supply; sewage treatment. You will see that a good many of them have no treatment of sewage whatever. Some have sedimentation tanks, and some followed by chlorination. That is listed on pages 14 and 15.

Then on page 16 we come into bacteriological examinations, and I am afraid I have to use some technical terms here, but we will try to keep these down to a minimum.

The bacterial analyses are expressed as the number of coliform organisms per 100 millilitres, or 100 c.c.'s which probably some of you will recall from your school days, rather than millimeters. The chemists insist on changing these terms once in a while just to confuse people. At any rate the bacteria analyses are given us, you will see on page 16, m.p.n. That means the most probable number. It may be away wide of the mark, but that is what the analysts say is the most probable number of coliform organisms per 100 millilitres. I am going to refer to that later, because it is quite an important analysis or test on this river. If you just keep in mind the "m.p.n." that is really all you need to know about this. I will give you some figures for comparison later.

Then below that we make reference to physical tests: turbidity, colour and solids.

On page 17 we go into chemical analyses.

There is just one other item that I think I should direct to your attention, and that is the one at the top of the page, "biochemical oxygen demand". That is a long term, but nobody in the business will waste time spelling them out; they use the abbreviation "B.O.D." The B.O.D. is simply the figure of the amount of organic material in sewage, or trade wastes. After all we are concerned primarily with the organic material. It is organic material that decomposes, without causing septic conditions in the stream, and depletes the oxygen and kills fish. So, if we gather by this B.O.D. the amount of organic material in sewage and in wastes we can tell where the load is too great on a stream, or what amount of treatment has been given to that. So, in the analyses we are using here we place a great deal of emphasis on B.O.D. and coliform organisms.

Another measure is also used—the amount of suspended solids—but this is not a factor here, and I will just ask you to remember the coliform organisms and the B.O.D. of the analyses. Then, I think, we can get along nicely.

On page 18 there is a reference—I make it in passing here—to phosphates in water. We have been having some rather interesting experiences in recent years, because we believe the increasing amount of phosphates discharged into our streams has been responsible for stimulating the growth of algae—in other words these phosphates fertilize the algae, and I am sure that many of you will have noticed, particularly in the smaller streams, a luxurious growth of algae in recent years.

We have been doing some special work on this problem in the Lindsay district, and there seems to be a definite parallelism between the amount of algae in the water and the increasing use of synthetic detergents. Synthetic detergents contain a lot of phosphate, and that phosphate, when discharged into

the streams, acts as food for the algae. Ordinary sewage treatment plant does not remove it; chemical treatment will, but it is an expensive undertaking. I draw this to your attention as one of the difficulties which arises today with regard to stream sanitation. You can put in the most modern plant, with adequate capacity to handle the flow, but where these detergents are used the water will contain nutrients which are used by the plants in the stream; growth of the plants is stimulated and there is not much we can do about it. In some places this problem causes very considerable difficulty. I do not think it is an important factor as yet in the case of the Ottawa river but it might be, in some parts.

The heading on page 19 is "Major Sources of Pollution" and I will go over this as quickly as I can. The first is the Timiskaming area. You will see:

The sources of river pollution in the Timiskaming area include the sewage from the townsite of Thorne, Ontario (population about 300) and Timiskaming (population about 2,800). Both of these townsites are operated by the Canadian International Paper Company, Timiskaming.

And then, in the next paragraph, reference is made to the waste from the mill.

This mill produces sulphite pulp at a rate of over 400 tons per day and employs approximately 900 persons.

In the third paragraph there is a reference not directly to this plant but to paper mills of this type, and you will see:

This spent liquor has a pH of about 2, contains up to 15 per cent solids, depending on the dilution by the water used for washing the pulp, some sulphur dioxide, calcium oxide, calcium sulphite usually with some magnesium sulphite, calcium salts of lignosulphonic acid and some sugar. The spent liquor is highly corrosive, is of a dark brown colour and has a high biochemical oxygen demand (b.o.d.).

This brings out the fact that there is a lot of organic material in that effluent, and when that is discharged into a stream which does not have a high flow it turns the stream septic and fish will die off. Fortunately, in the Ottawa river, there is a fairly substantial flow and it is possible to discharge into it wastes which give rise to quite a large b.o.d. without causing too much trouble. But I will refer the committee later to the effects of this at various points in the stream.

Reference is made to various municipalities, and if we turn to page 22 you will find the heading "Metropolitan Ottawa Area from Aylmer to Green Creek." I do not know whether that term "metropolitan" is well used or not, but we who come from Toronto think a good deal about metropolitan matters. You will see from the report that a total of 8 or 9 sewers of all sizes discharge sewage from the city of Ottawa to the Ottawa river between the Chaudiere falls and just below the Rideau river mouth. Reference to that is made, again, later.

On page 23, at the middle of the page, we say:

In addition to the municipal sewage, heavy contamination results from the discharge of industrial wastes to the Ottawa river.

Then follows a reference to the paper mill wastes that are discharged by Canada Packers, Canadian International Paper Company, Gatineau Mills and some others.

Then, I think we might turn to page 25. That takes us to Hawkesbury.

This is quite a jump from the Ottawa area, but it is well to take a look at the condition of the river there after the discharge of this sewage and industrial waste from Ottawa. We say there:

The sanitary sewage from the town of Hawkesbury is discharged to the Ottawa river through Hawkesbury Creek and at the east end of the town.

The Ottawa river receives all the waste from the International Paper Company, Hawkesbury Mill. This mill also uses the sulphite process for the production of chemical pulp with all the waste from the digestion process being discharged to the river. The estimated discharge of waste sulphite liquor is 200,000 to 250,000 gallons per day.

On page 26, are comments on the analyses and if we have time, Mr. Chairman, I would like just to comment on this. I can assure you I am not going to ask you to look over all this analytic data which is tabulated in the report—

By Senator Lambert:

Q. May I interrupt for one moment? With reference to the condition of the Ottawa river here in relation to the discharge from the E. B. Eddy Company it is said:

The quantity of waste discharged is estimated to be greater than the combined effluent from the Ottawa sanitary sewers.

Does that refer to domestic sewage?—A. Domestic sewage, and it is equivalent in one sense only, and that is with regard to organic material or b.o.d. We quite frequently make this comparison because it puts the questions in terms which are, perhaps, more easily understood. In the case of some rivers, such as the St. Lawrence which has a huge flow, it is not too serious a factor but in the smaller streams b.o.d., whether it arises from domestic sewage or from industrial waste is a serious factor. We like to convert these terms because people are familiar with what domestic sewage will do, and it is possible to conceive the problem in equivalent terms with regard to industrial waste.

Q. It is quite obvious in this case that it is a more devastating factor than all the domestic sewage of the capital city.—A. It is, as far as b.o.d. is concerned, but with regard to the other figure—the coliform organisms—it is not. We have to take the two together.

Continuing on page 26 we say:

Below Timiskaming heavy pollution was strikingly evident on the Quebec side of the river,—

It just happens that the mill is there, and we refer to that.

Then we say:

By contrast the Ontario side of the river was quite clean until the contamination from the Quebec side was diluted and spread across the whole river.

I am not trying to say, by any means, that the pollution is coming from the Quebec side, because it is coming from both sides, but at this particular point, the mill being there, it shows up in the analysis.

The analyses of Kipawa Creek above the mill effluent show heavy coliform contamination from the garbage dumped into the creek from specially built platforms, and the sanitary sewage from the town sewers and outhouses projecting over the creek.

That is not on the Ottawa river.

The b.o.d. of the creek water at this sampling point, just before entering the Ottawa river, varied from 360 to 584 p.p.m.

That may not be of great significance to the committee, but may I ask you to keep just one more figure in mind? The b.o.d. of raw sewage is taken as about 250 parts per million, and you can compare that 250 with the reading of 360 to 584 taken from this creek. So far as raw sewage is concerned, that has a higher b.o.d. than other sewage.

By Senator Lambert:

Q. Is that considered a deadline?—A. The b.o.d. is considered really as indicating the treating strength of raw sewage. As far as treated sewage is concerned, we like to see it down to 15 parts per million. There is some reference to Mattawa and then we come on to page 27.

Above and below Petawawa, at the Petawawa river mouth and above Pembroke at the Pembroke water works, the Ottawa river and the tributary were in reasonable condition bacteriologically with the slight increase in coliform pollution appearing toward the centre and Ontario side below the chlorinated sewage effluent from the military camp.

I would like to draw your attention to changes which took place in a stream where we naturally found the worst conditions a short distance below an outfall but it is rather remarkable what a stream will do, what a natural phenomenon will do, purifying that water. In spite of the fact that there is a great deal of pollution upstream there from this, we say that:

In reasonable condition bacteriologically with the slight increase in coliform pollution appearing toward the centre and Ontario side below the chlorinated sewage effluent from the military camp.

It is not a serious factor there.

We can go on to page 29, which gives some rather interesting material about the Ottawa river at Ottawa. It says:

It appeared that the largest amount of bacterial contamination had its source from the communities along the Quebec shore.

I do not like interjecting here comparisons between shores, as it may give a wrong impression, and at certain places there is a great deal on the Quebec side and at other places a great deal on the Ontario side.

By Mr. Caron:

Q. It depends mostly on where the mills are situated and where the population is living?—A. Yes. Where you have a mill and a population, you are bound to get that. I am merely pointing out that there are certain places on the Quebec side and certain places on the Ontario side where this situation is found.

Page 29 continues:

The remainder of this section of the Ottawa river from the Chaudiere Falls to Green Creek consistently showed a heavy coliform index,

That is the point where there is great contamination.

... with each sampling range showing points where the number of coliforms per 100 million reached the hundreds of thousands, indicating that conditions of gross pollution existed.

I am leaving that hundreds of thousands and am going on to another figure in a short while, as the amount which we think should not be exceeded in a stream. Page 29 continues:

The Rideau river at Ottawa showed only slight contamination—

That is significant

. . . Brewery Creek from Hull, heavy pollution, and the Gatineau river showed only moderate pollution at times.

Further down on the page, it says:

Taken altogether, the results of the analyses conclusively indicate that the Ottawa river below the Chaudiere Falls was quickly transformed into a heavily polluted river.

I think anyone would expect that. It is just what degree of pollution there would be. On page 30, it says:

The Ottawa river below Ottawa as far as the last sampling range at Point Fortune on the Ontario-Quebec border showed extensive bacteriological pollution over the entire distance.

The river had not recovered in that entire distance.

Each sampling range gave high coliform counts, and at no point in this section of the river did the analyses indicate that the bacterial contamination had abated.

Those are some general comments.

By Mr. Coldwell:

Q. What would the distance be between Ottawa and Point Fortune?—

A. I am sorry, I do not have those figures.

Mr. CARON: It is about 70 miles.

The WITNESS: That is the distance one would expect purification to take place, which indicates the extent of the pollution and it has not cleared up.

Mr. CARON: They are held up by Hog's Back.

Mr. LEDUC (*Gatineau*): Yes, and the Lievre river at Maclaren's.

The WITNESS: On page 38 there is a table given and if you wish to go into it extensively it is all there. It gives the samples made, but I am not going to ask you to examine that position this morning. We go on to page 65. These are tables of analytical data on the river. We have also put in a good deal of information on industrial waste surveys. It is our practice in these cases to make extensive investigations of industrial waste. That has been done here.

If you turn to page 109, you will see the conclusions. I think the rest of the report is really the most significant part of it. We might take some time to deal with these conclusions. On page 109, we say:

It was apparent from the surveys that the Ottawa river was injuriously affected in varying degrees along certain parts of its course.

I say: "injuriously affected" dependent on what use is made of that stream, whether for recreation, drinking water supply, agriculture or something else, but it was injuriously affected for some of these uses. We say:

Below Timiskaming the damage to the river is extensive.

That has been brought out already. It is difficult for fish life there. There was a report by Mr. Millett of the Ontario Department of Lands and Forests in 1955 dealing with that.

Further down on page 109, it is stated:

It is imperative therefore that pollution at Timiskaming be minimized if it is not to affect injuriously such recreations as boating and fishing, and the abundance of the fish population in this portion of the river.

In regard to the portion between Mattawa and Petawawa, there is nothing special which needs to be brought to your attention. On page 110 we deal with Pembroke, Renfrew and Arnprior. We say:

Pembroke, Renfrew and Arnprior are rapidly expanding as industrial centres in the Ottawa Valley. Large industries have been attracted to these places which are expected to open the door to a new era of prosperity.

Further down, we say:

At Renfrew and Arnprior the raw sewage from these towns enters the tributaries, the Bonnechere and Madawaska rivers and causes heavy pollution.

We are attempting to analyze pollution in the tributaries as well as in the Ottawa river. We want to see in each case what effect the tributary has as it enters the Ottawa river. In the fourth paragraph on page 110, we say:

Damage to the stream between the Chaudiere Falls and Point Fortune is the most extensive on the river. The heavy discharges of untreated sewage and industrial wastes have rendered the water in this stretch of the river unsafe for use as a source of public water supply without additional treatment.

It would have to be very careful treatment there.

In the next paragraph we refer to the lower stretch of the Ottawa river and say this lower stretch is not unsightly. I think that is important. We say:

This lower stretch of the Ottawa river is not unsightly, except immediately below the large industrial and sanitary sewage outfalls, and has with these exceptions, the general appearance of a clean river. It is not until its waters are subjected to closer examination that the degree of pollution becomes established.

I do not think anyone can say that this river is so polluted that it looks like an open sewer all the way down. It does not. In many parts it looks like a clean river, but the analysis will indicate just how much pollution there is there. On the next page, page 111, we say:

The greatest sources of industrial wastes discharged to the Ottawa river below the Chaudiere falls are from the four pulp or pulp and paper mills, the E. B. Eddy Company at Hull and Ottawa, the Canadian International Company, Gatineau Mill, and James MacLaren Company at Buckingham and Masson and the Canadian International Paper Company Hawkesbury Mill. The most potent source of deoxygenating waste from these mills—

That is waste which takes up the oxygen from the river and causes septic conditions.

—is the waste sulphite liquor and the waste resulting from the conversion of its sugar content into alcohol.

In paragraph 3 on the same page there is a picture I want to give you of bacteriological contamination. It says:

Extensive bacterial pollution is shown in the following table. This lists the m.p.n. coliform counts at the different sampling points in excess of the figure of 2,400 . . .

That is the figure which I would like you to keep in mind for a stream, 2,400, the most probable number of coliforms, per 100 ML; that is the figure and we have set up further objectives for water quality and they have been adopted by the Pollution Control Board of the province. As you look down this table you can see the extent of pollution, using 2,400 as the yardstick. We have given here the various points—the coliform counts with m.p.n., number of those that exceed 2,400, just those that exceed. Take that first one, Kipawa Creek, Humphrey Avenue; the figure 2 is in brackets. This means the total number of samples collected at that point; and all these figures in brackets show the total number of bacterial samples—not necessarily all samples—and you will see, using this first one as an illustration, that there were two bacterial samples and both exceeded 2,400, one 16,000 and the other 3,300. If you want to analyze that table in more detail you can look at the figures in the brackets and you will see how many were taken and how many were in excess of 2,400. Look at No. 9, the Ottawa river at Pembroke; there is a waterworks in that. That indicates that the river has recovered a good deal from pollution up above. There were 25 samples collected there and only one exceeded 2,400. That is an illustration of changes taking place in so far as the bacteriological pollution is concerned. I will not take too much of your time on that except to refer to some of these on the next page.

Nos. 25, 26 and 27, the Ottawa river: you will notice there the number of samples and the very high coliform counts, and you will also notice a number of these have a plus factor; they were so high that they went beyond our dilutions, and one figure shows that they were more than that—the analyst lost the range there entirely. You can see the very high samples there.

On page 13, the last page, we have the recommendations. Mr. Chairman, I think that I would like to read this; it is short and complete:

The following recommendations are submitted:

1. Remedial measures for the abatement and control of pollution in the Timiskaming, Pembroke, and Ottawa-Hawkesbury sections of the Ottawa river be undertaken without delay. These measures must be sufficient to restore and protect the uses of these waters to which the people of both provinces are rightfully entitled.

That includes the uses for everything, whether it be by recreation, agriculture, drinking supply, and so on.

2. The 'objectives for water quality in the province of Ontario' appended—

Unfortunately it is not appended. I did not get back to the city until late last night and these reports were left at the station for me and they either did not have enough copies or have forgotten to put them in. At any rate, they will be sent on and you will have them.

2. The 'objectives for water quality in the province of Ontario' appended in this report be recognized in the development of remedial and pollution-preventive measures by municipalities and industries on the Ontario side. These objectives should apply to both existing and new sources of waste.

3. Treatment of municipal sewage by sedimentation and disinfection of the effluent be undertaken by all communities as the initial step,—

That is much less costly than secondary treatment of sewage.

—and to be followed with secondary treatment to complete the task.

Secondary treatment costs about double.

By Senator Reid:

Q. What do you mean by secondary treatment?—A. Biological treatment by which activated sludge is taken out of it. Primary treatment means sedimentation; if you run sewage through a tank and hold it there, a large portion of it will filter out. If we go further than that we must have biological measures to reduce this B.O.D. and to reduce the coliform counts.

Then No. 4:

4. Industrial wastes be treated to comply, as soon as possible, with the 'objectives for water quality'. The correction and prevention of pollution resulting from the control of industrial waste is the responsibility of industry.

5. Joint action on pollution control in the Ottawa river and tributaries be taken by the provinces of Ontario and Quebec through close co-operation of pollution control agencies.

Now, I did not indicate to you previously that this river here is not a boundary water but it flows into a boundary water, and boundary waters are under investigation by the International Joint Commission. Here it is a question for action between the two provinces.

There, Mr. Chairman and gentlemen, are the highlights, I think, of the report. It is a very large one and I am afraid a rather cumbersome one, but it is difficult to convey that information without bringing out these very important points.

By Mr. Caron:

Q. To remedy the situation on the Ottawa river you certainly need the help of the Quebec government?—A. Yes.

Q. Up until now, has the Quebec government done anything in that domain—I am referring to the Department of Health?—A. Yes.

Q. I can see that in the province of Ontario there is an enormous amount of work being done; but the other has to be done at the same time.—A. Yes. I have referred to this report of last year but I did not bring out the fact that part of this work on our side was done jointly with representatives of the Ministry of Health of the province of Quebec. They were present. They did not take the samples, but they were there and agreed on the procedure generally. I have discussed it with them on different occasions and there is complete co-operation.

Q. It exists?—A. Yes.

Senator REID: There may be many questions which the members of the committee would like to ask Dr. Berry. It is now 1 o'clock. I would suggest that this presentation is important and that we meet again in the afternoon.

The Presiding CHAIRMAN: Naturally the committee wants to question Dr. Berry in order that we will have something very substantial on this. However, Dr. Berry has some other appointments this afternoon and if the members of the committee would not object, perhaps we might sit after 1 o'clock and then if it is absolutely necessary Dr. Berry may be able to come later this afternoon.

By Mr. Harkness:

Q. Is the treatment of this effluence from the paper companies and from other various sources of contamination very expensive? Can this effluence be treated very satisfactorily to remove its contaminating effect and is the treatment a very expensive one?—A. I am glad that you asked that question because I would like to go on record here in saying that industry in the province of Ontario has cooperated very effectively in the treatment of their waste where it is feasible to do so. The waste disposal problem from paper mills is a very difficult and expensive one. The paper industry is doing a great deal to work out measures for correction. They have research activities going on and a good deal can be done on that. However, the effluence from that, unless you go into a very high degree of expenditure, will certainly have waste in it. I think we can reduce it down to a point without too high an expenditure.

By Senator Reid:

Q. I understand on the Pacific coast they have two systems, sulphate and sulphide?—A. Yes.

Q. I speak from some experience, in respect to the fishing industry, that we are demanding that the lumber companies from now on use the system of sulphate—I believe that is the one—which is not so injurious to fish.—A. There are different treatment processes, as you point out, and some of them are not so objectionable as the others. The paper industry is very keenly aware of that and they are working towards accomplishing something of that nature. It takes a considerable amount of time and expense to make those corrections.

By Senator Lambert:

Q. I was interested in what Dr. Berry said about the appointment of a commission in the province of Ontario following the legislation which was passed at the last session regarding the Water Resources Act.—A. Yes.

Q. I was wondering just what powers the commission will have with which to deal with this situation in the province of Ontario. I presume they will have to be requested to do so by the municipalities affected, or can the commission actually go into a municipality and say "here, your condition is such that we shall have to deal with it!"—A. I think we can say this: that jointly, between the commission and the Department of Health there is authority to step in and to assist as well. The commission was just named yesterday so naturally they have not had an opportunity to work out matters of policy. But I think we can look forward with a good deal of optimism to what can be done with the commission. The commission can instal these works. They can finance them and operate them. Of course the municipalities are expected to pay an amount each year, but there is authority in the act for the issue to cover this work.

Q. For twenty years?—A. For twenty years, and very possibly longer. With that in mind I think we can look forward with a good deal of satisfaction to what can be done through the commission and through the Department of Health acting jointly.

Q. In connection with the costs of these things, I happen to have a copy of a statement which you made here last fall before the Sanitary Engineering Division of the Ontario Department of Health.—A. Yes.

Q. And you said that in Ontario it is estimated that new sewage treatment plants and trunk sewers will cost \$61 million, while alterations to existing plants will cost \$34 million.—A. Yes.

Q. And you said that if to this is added an estimated cost of \$18 million for treatment works, that unless the municipality is likely to install sewers shortly, it brings the total for trunk lines and treatment to \$113 million—A. That is correct.

Q. This is exclusive of the cost of separate industrial waste treatment works?—A. That is right.

Q. Would that figure of \$113 million possibly have any inclusive reference to the situation on this side of the Ottawa river?—A. Yes, that includes it, and I would like you to keep in mind that it is not for the lateral sewers, the small sewers; that is only for trunk line. We have estimated that with trunk sewers and sewage treatment plants it brings a high of about \$80 per capita to install it. That figure naturally varies in different places, but it is an approximate figure, about \$80 per capita.

Q. We had an estimate from Gore and Storrie of \$16 million for the plant, and about \$5 million for the water extension, making a total of about \$22 million altogether. That might be considered as a possible estimate and included in this total?—A. Not the total amount of the cost. There is more there than what we would regard as a trunk sewer. The trunk sewer I was referring to was from the lower part of the municipality out to the point of disposal. But in this one, because of the estimate there are a lot of major sewers which we would not consider as being trunk lines in the way that I have figured, because that figure is higher than what would be estimated here.

Q. This is probably not a fair question to ask you, but I am going to ask it anyway and you can say what you like; but in connection with dealing with inter-provincial problems such as this which exist on this river, have you, apart from the discussion of scientific services, consulted the health ministers themselves and have you given any thought to machinery of co-operation to accomplish the designed result which we all have in mind?—A. Yes, I think we have, Senator Lambert. I think it probably has reached the stage where one can say too much about it. There is, as I have pointed out, in Ontario a pollution control board which deals with all aspects of this. That board has been working with the ministry of health of the province of Quebec, since they do not have a similar pollution control board. We have had very good cooperation from Dr. Lafreniere and the others on his staff. Now that the Water Resources Commission is coming into the field, there will be further organization on our side. I understand that steps are being taken in Quebec to do something about a pollution control board, or a change in the present procedure. I am not familiar enough with the details of that to comment on it.

Q. I think it is very gratifying to note that what you might call the officials of the sanitary services in each province are pretty well agreed as to what should be done, so that it remains with the so-called higher levels of intelligence, and government policy, to carry it out.—A. Yes. We have, of course,—and I can say this without any question,—the finest cooperation from Dr. Lafreniere, the provincial sanitary engineer of Quebec. We work very closely together.

Senator LAMBERT: Thank you very much.

By Senator Connolly (Ottawa West):

Q. Dr. Berry, in connection with the financing of these projects—I know you are not connected with Quebec, but perhaps you have some knowledge of this—does the province in each case assist the municipality in any part of this construction of either sewage disposal plants or these trunk sewers to which you have made reference?—A. You mean, I take it, by a direct grant?

Q. Either by a grant, or by assisting in the financing in some way.—A. No, there is nothing. I am, of course, only speaking of Ontario. There is nothing of that nature, unless you would consider as such the procedure that will now be available under the Water Resources Commission, where the municipality is expected to pay this. But the financing of it would be done by the province, the debentures issued by the Water Resources Commission, and then the annual amounts charged to that municipality in much the same way as hydro is done.

Q. It is the equivalent of a provincial guarantee on the bond?—A. Pretty well.

Q. But the actual retirement of the sinking fund, and the provision of interest and other charges is the responsibility of the municipality, and it is reflected in its tax rate?—A. That is correct. There are various ways, I might point out, in which the municipality can raise the money—not necessarily taxation on property, but it could be raised as a service charge, what we call sewer rental. The practice is, in a number of municipalities across Canada, to raise this money as an item in the water bill. If the water costs so much, then added to that is an item for the cost of disposing of it, and cleaning it up again. This is a popular way of doing it.

Q. I suppose metering water makes that possible?—A. It could be done either with metering or without metering. If the water bill, let us say, is on a flat rate of \$20 a year, the cost of the sewage treatment might be added to that as an item of \$10, \$15 or \$20 or whatever it is.

Q. In the case of industrial waste, there is no provision, I suppose for provincial assistance of any kind?—A. No, unless industry discharges its waste into a municipal sewer. That raises a very interesting problem—whether this industrial waste should be taken in by a municipality and treated at the municipal treatment works or whether industry should treat its own waste. We cannot say what the best method is; it depends on local conditions. Big industries such as paper mills usually have to treat their own, but where there are smaller industries I would prefer to see their waste go into municipal sewers and the industry could then be charged for the services. I think we would ensure better treatment that way.

Q. Is there a possibility of some co-operative effort between a municipality and industry for this purpose?—A. Yes, there is. I think, however, we need to be cautious in a case where a municipality, say a small municipality, attempts to treat sewage from a big industry from which the effluent may be many times as great as that from the town itself.

By Senator Reid:

Q. Have you found in your surveys that the effect of sludge from a plant is just as detrimental as raw sewage?—A. I think you are referring, Senator, to sludge banks which may occur in a stream after effluent has been discharged into the river—

Q. Some plants, in the United States, take this portion of the sewage and manufacture it as Milorganite. They take the sewage and treat it, and the sludge comes out.—A. The cost of sludge disposal is quite substantial. Generally speaking it is a difficult problem to deal with and in Canada not much attempt has been made to make this into fertilizer such as you referred to—Milorganite—as at Milwaukee. There the situation was such

that they did not have much choice; they had no other way of doing it. The process does not pay its way by any means; it operates at a loss but it is used in some of the big cities in the United States. It is not suitable for small towns.

By Mr. Harkness:

Q. Mr. Chairman, I would like to ask the witness a question of particular interest to a lot of people, especially in the summer time. To what extent does industrial waste, as compared with sewage, render water unfit for swimming and bathing purposes?—A. That is a good question and I think what you have in mind is the danger which could be caused by industrial waste as compared with domestic sewage. The danger from industrial waste is not nearly as great. Take the case of a paper mill. It has a high content of organic material which will deplete oxygen, but you could swim in it and you would not become ill through typhoid fever or anything of that kind. You might find the water was dirty, and it might be you would not want to swim in it, but it would not be dangerous. There is a distinct difference between industrial waste of that kind and domestic sewage.

Q. What is the degree of contamination of water by sewage which renders it unfit for bathing?—A. That is another interesting question. We use a figure of 24 parts per 100 millilitres. That is the figure set up. It is just an approximate figure, because you cannot measure these things too accurately. If it is exceeded we regard the water as unsuitable for bathing or similar purposes.

By Senator Reid:

Q. How close is the Ottawa river to the level of pollution which would result in the death of fish?—A. In most cases it is not close; it may be, in some quiet areas where pollution concentrates and where there is not enough dilution, but I think we would not regard the level of pollution in general, throughout the river, as being close to that point. I am not a fish expert, of course and maybe I am talking out of turn, but I would not regard it as such.

Mr. COLDWELL: All I was going to say, Mr. Chairman, is that we appreciate the evidence given this morning and I should like to thank Mr. Barry for submitting this data to us and appearing before us today.

By Mr. Hansell:

Q. Apropos of that, the report is very informative, and I am wondering if it has been presented to us simply as a matter of information; in other words, what I am concerned about is this: what responsibility might rest, now, upon the Ottawa district commission?—A. Perhaps I could answer that question in this way: you are the first people who have seen the report. It came off the stencils last night and we have not sent it, as yet, to the municipalities. It will go out to the municipalities at once, and it is expected that there will be a conference on his subject very shortly. Arrangements I hope will be made for a meeting here as soon as these different parties have had a chance to digest this report.

By Senator Connolly (Ottawa West):

Q. Assuming then that the report would go to these various municipalities and then be considered also by the provincial authorities for whom it was made, is there any power in the provincial authority to compel action either against the municipalities concerned or against the industrial users?—A. Yes, I can say quite definitely that there is. Section 109 of the Public Health Act deals with that. I must qualify that to some extent by saying that I do not think in most cases it is so much a question of authority to compel these

municipalities as a question of finding a solution which is feasible and workable for them. As far as authority goes, it is in there. I am just going a little beyond that. I may say there were two court cases in Ontario within the last year and a half against municipalities for polluting. The municipalities polluted the streams and action was taken against them.

By Mr. Harkness:

Q. Who took the action?—A. The riparian owners in both cases. Damages and injunctions were claimed. Therefore, I think there is plenty of authority. What we have attempted to do in our department is to try to find some way in which it will be feasible for municipalities and industry to deal with this matter. The best way would be for the municipality and the industries on the water course to do it together, jointly. There is no use in saying to the municipality that they must treat their waste and then let the others come in with raw waste.

By Senator Connolly (Ottawa West):

Q. It is just that point I wanted to deal with, the direction for that would come from the provincial authority?—A. Yes.

Q. Taking, purely as an example, the Ottawa river at Ottawa and the Eddy plant at Hull, have you considered the idea of saying: "You must do it".—A. Yes, that has been done in a number of cases. There is authority there with the Minister of Health of the province which can be used if he feels the conditions justify it. We are finding one of the big problems in Ontario is not that the municipality does not want to do it but that they have the problem of financing. That is the root of the whole difficulty. I know a number of municipalities in Ontario say: "We are anxious to go on but do not know where the money is to come from". Along the Grand river, which is probably one of the highly polluted streams in the province because the dilution is not good, they have been advised that by July 1, 1957, every municipality must have detailed plans ready for operation. Some of them will be ready before that. In fact they will have part of the plans under way—so there is real progress, I would say. However, answering your question strictly, there is authority to compel.

By Senator Aseltine:

Q. I am interested in this subject in so far as it affects the fish pollution. You stated that the growth of algae in the lakes caused by the sulphite in some cases was quite extensive. Just what effect does that have on the fish?—A. It is beneficial. It is food for fish. It does affect the appearance of the water, but it is a good point to keep in mind, that the growth of algae helps the fish.

Q. I was wondering about the problem in its effect on fish?—A. In some cases the algae grows to some extent and then it starts to die and will drift in to the shore and become very offensive. It looks just like sludge from sewage plants. Certain types of algae look that way but in other cases it makes the water look like pea soup. It does not affect the growth of fish.

By Senator Lambert:

Q. There is one question which arises in my mind out of what Senator Connolly said in relation to the individual or the institution which would come under the administration of this act in Ontario. There was a case—we all read about it in the papers—of an individual approaching a certain municipality—I think it was Woodstock in Ontario—to have a claim for a certain damage from pollution?—A. Yes.

Q. And at this recent session of the legislature an amendment was passed to the Public Health Act making it necessary for any individual who had a similar claim to appeal first of all to the Department of Health or under the Public Health Act.—A. Yes.

Q. Now, I suppose, it would be to your commission which has been set up that one would go for redress rather than directly to the municipalities and that that would strengthen the hand of your organization to deal with municipalities?—A. I think that it does strengthen it a good deal, and damages can be determined by the municipal board—damages during construction or operation; and, as I said at the outset, you cannot discharge these wastes, treated or otherwise, into a stream without causing some contamination and if a riparian owner is damaged that way this establishes compensation.

Q. It establishes a course of procedure?—A. Yes.

By Mr. Leduc (Gatineau):

Q. Is it your considered opinion that in the Ottawa river below Ottawa the pollution is at a critical stage?—A. There is a high degree of pollution.

By Senator Connolly (Ottawa West):

Q. How much would it cost the city of Ottawa to erect the necessary works to comply with your minimum program?—A. They have a report of their consulting engineers. There have been various estimates, depending upon the amount of sewers which go into it. I do not like quoting figures without being certain. It is in the Gore and Storrie report; probably some of you have seen what the amount is.

The Presiding CHAIRMAN: An amount of \$17 million or \$23 million was quoted.

The WITNESS: Of course that is not for the sewage treatment plant alone; it includes a considerable number of sewers and water. Alone I think it is around \$2 million or \$3 million.

By Senator Connolly (Ottawa West):

Q. Have you any idea what it would cost to eliminate the industrial waste?—A. No; I do not have that information. A figure which I would like to quote on sewage treatment, including cost of plant and operation—secondary treatment—is 25 or 35 cents per week per family, and that will in most cases take care of the debenture and payments. That is 25 or 35 cents per week per family, not per individual. It is not very large.

By Senator Lambert:

Q. Do you think that it will be possible to deal with the industrial waste entirely apart from the domestic sewage problem?—A. Yes. I think we can. It may take a little longer, but I am convinced, with the co-operation you get from industry, that we can.

Q. The treatment would be essentially different?—A. Yes.

Q. There is a danger, even to a small extent, in having the industrial waste handled through the same sewer?—A. Yes, if it is a concentrated waste.

The Presiding CHAIRMAN: We wish to thank you, Dr. Berry, for your very useful contribution this morning. Also, I think that the members have been very patient in sitting after 1 o'clock. We will now adjourn to the call of the chair.

The committee adjourned.

Doc. 433 Canada, Federal District Commission, Joint *For Book*
Committee of the Senate and the House of Commons
on the,
THIRD SESSION—TWENTY-SECOND PARLIAMENT

1956



Joint Committee of the Senate and the House of Commons
on the

FEDERAL DISTRICT COMMISSION

Joint Chairmen:—The Honourable Senator F. W. Gershaw
and
Mr. Armand Dumas, M.P.

MINUTES OF PROCEEDINGS AND EVIDENCE

No. 7

FRIDAY, MAY 11, 1956

WITNESSES:

Mr. E. K. Quipp, Mayor of Hull West, Que.; Mr. Alan K. Hay, General Manager, F.D.C.; Mr. Thomas W. Van Dusen, President, Aylmer Chamber of Commerce, and Mr. J. Robert Proulx, Alderman, Town of Aylmer.

EDMOND CLOUTIER, C.M.G., O.A., D.S.P.
QUEEN'S PRINTER AND CONTROLLER OF STATIONERY
OTTAWA, 1956.

MEMBERSHIP OF THE COMMITTEE FROM THE SENATE

Honourable Senator F. W. Gershaw, *Joint Chairman*,
and Honourable Senators

Aseltine, W. M.
Cameron, Donald
Connolly, J. J. (*Ottawa West*)
Connolly, H. J. (*Halifax*)

Dessureault, J. M.
Lambert, Norman P.
Reid, Thomas

MEMBERSHIP OF THE COMMITTEE FROM THE HOUSE OF COMMONS

Mr. Armand Dumas, *Joint Chairman*,
Aitken, Margaret (Miss),
and Messrs.

Blair, W. G.
Buchanan, W.
Caron, A.
Ellis, Claude
Fraser, Alan (*St. John's East*)
Gour, J. O. (*Russell*)
Hansell, E. G.
Harkness, D. S.
Houck, W. L.

Leduc, R. (*Gatineau*)
Mang, H. P.
McIlraith, G. J.
Nowlan, G.
Philpott, E.
Richard, J. T. (*Ottawa East*)
Robichaud, H. J.
Weselak, A. B.

Antoine Chassé,
Clerk of the Committee.

MINUTES OF PROCEEDINGS

The Senate, Room 368,
FRIDAY, May 11, 1956

The Joint Committee of the Senate and the House of Commons, appointed to review and report upon the progress and programs of the Federal District Commission in developing and implementing the Plan for the National Capital, met at 11.30 o'clock a.m. Mr. Dumas, Joint Chairman, presided.

Present:

The Senate: Honourable Senators Aseltine, Gershaw, Lambert, and Reid.

The House of Commons: Messrs, Blair, Caron, Dumas, Fraser (*St. John's East*), Gour (*Russell*), Hansell, Harkness, Leduc (*Gatineau*), Mang, McIlraith, Richard (*Ottawa East*), and Weselak.

In attendance: From the office of the Privy Council, Mr. H. J. Hodder; from the Federal District Commission, Messrs. Alan K. Hay, M.E.I.C., General Manager; H. R. Cram, M.E.I.C., Assistant General Manager; J. Edouard Handy, Secretary; D. L. McDonald, M.T.P.I.C., C.S.L.A., Director of Planning, Walter Bowker, Director of Information, and Marcel Couture, Chief Accountant; from the Metropolitan Council of Western Quebec, Mr. E. K. Quipp, Mayor of Hull-Ouest, Chairman, who acted as spokesman, Messrs. T. Moncion, Mayor of Hull, T. Radmore, Mayor of Hull-Sud, E. Baribeau, Mayor of Gatineau, directors, and J. Matte, D.M.V., Secretary-treasurer; from the Chamber of Commerce of the Town of Aylmer, Que., Messrs. Thomas W. Van Dusen, President, who acted as spokesman, and Mr. Alonzo Lemaire, Vice-President; from the Town of Aylmer, Mr. J. Robert Proulx, Alderman, who acted as spokesman, Messrs. Telephore G. Lortie, Mayor, Jean Dubé, Alderman.

The Committee considered a brief submitted by the Metropolitan Council of Western Quebec.

Mr. Quipp was called and he made the presentation and was questioned at length on various aspects of the brief. He was thanked by the Chairman and other members for attending before the Committee.

At 1.00 o'clock the Committee took recess.

AFTERNOON SITTING

The Committee met again at 3.00 o'clock p.m. Mr. Armand Dumas, Joint Chairman, presided.

Present:

The Senate: Honourable Senators Aseltine, Lambert, and Reid.

The House of Commons: Messrs. Caron, Dumas, Gour (*Russell*), Harkness, Leduc (*Gatineau*), Mang, McIlraith, Philpott, Richard (*Ottawa East*), and Weselak.

In attendance: Same as those listed as in attendance at the morning sitting with the exception of the representatives of the Metropolitan Council of Western Quebec.

Mr. Alan K. Hay, General Manager of the Federal District Commission, made a statement to the Committee, relating to certain points raised during consideration of the brief submitted by the Metropolitan Council of Western Quebec at the morning sitting. (*See todays' printed report of evidence*).

The Committee, thereafter, considered a brief submitted by the Chamber of Commerce of Aylmer, Quebec.

Mr. Van Dusen was called and he made the presentation and was questioned on various aspects of the brief.

The Committee then considered a brief submitted by the City of Aylmer, Quebec.

Mr. Proulx was called and he made the presentation and was questioned briefly on various aspects of the brief.

At the conclusion of their respective briefs, Messrs. Van Dusen and Proulx were thanked by the Chairman and other members for attending before the Committee.

At 5.00 o'clock p.m., the Committee adjourned to the call of the Chair.

Antoine Chassé,
Clerk of the Committee.

EVIDENCE

MAY 11, 1956.

11.30 a.m.

The Presiding CHAIRMAN (*Mr. Armand Dumas*): Gentlemen, we have a quorum.

You have before you the agenda for this morning. The first item is the brief from the Metropolitan Council of Western Quebec. I would like to ask His Worship, Mayor E. K. Quipp of the municipality of West Hull to come up to the head table here.

Mr. Quipp is the president of the Metropolitan Council of Western Quebec and is accompanied here this morning by His Worship, Mayor T. Moncion of the city of Hull who is a director of the organization; Mr. T. Radmore, another director; Mr. E. Baribeau, another director; and Mr. J. Matte, the secretary-treasurer.

I will call on Mr. Quipp to read his brief. If you wish Mr. Quipp could read the entire brief first and then afterwards, when he is through with the brief, questions may be asked, or you may wish to stop at a certain paragraph in the brief and ask questions; it is at the pleasure of the committee.

Mr. E. K. Quipp, president of the Metropolitan Council of Western Quebec, called:

The WITNESS: Brief submitted to the Joint Committee on the Federal District Commission by the Metropolitan Council of Western Quebec:

ORGANIZATION

Executive

President:

E. K. Quipp, Mayor, Municipality of West Hull.

Vice-President:

D. Lafortune, Mayor, Village of Gatineau Point.

Directors:

T. Moncion, Mayor, City of Hull.

T. Radmore, Mayor, Municipality of South Hull.

E. Baribeau, Mayor, Town of Gatineau.

Secretary:

J. Matte, D.M.V.

Member Municipalities:

County of Papineau

East Part of East Templeton.

Templeton East.

Village of Templeton.

Templeton North.

Templeton West.

Town of Gatineau.

JOINT COMMITTEE

County of Hull

City of Hull.
Village of Gatineau Point.

County of Gatineau

Hull East.
Hull West.
Hull South.
Wakefield Village.
Wakefield Township.
Wakefield East.
Ste-Cecile-de-Masham.
Masham North.
Eardley.
Village of Deschenes.
Town of Aylmer.

County of Pontiac

Onslow South.
Onslow North.
Village of Quyon.

The Metropolitan Council of Western Quebec is a newly formed organization representing the municipalities of the metropolitan area of the city of Hull. The organization was founded at a gathering of all the interested parties in October 1955, in the city of Hull and it was concluded to establish a body to represent the western part of the province of Quebec and particularly the area within the national capital plan.

Objectives

- (a) To promote the economical progress and social welfare of western Quebec;
- (b) To organize and coordinate the plans of the member municipalities to establish a regional interest;
- (c) To support and encourage individual municipalities in obtaining objectives within their own limits;
- (d) To promote the construction of bridges, highways and railway facilities which would ease the movement of traffic between the Ontario and Quebec municipalities within the area;
- (e) To invite and encourage the establishment of new industries in the district.

Constitution

The powers of the Metropolitan Council of Western Quebec were established by resolutions adopted by municipal councils, endorsing the objectives of this organization and having the mayors of the municipalities act as executives and directors.

The autonomy of the individual municipality is fully respected in the conduct of the business of the Metropolitan Council, and full support of this council is pledged to the individual municipalities in their dealings with federal and provincial governments.

General

In the past years, the development of the municipalities was carried out independently with no co-ordinating body, while the Federal District Commission proceeded to carry out the national capital plan according to its own inclinations. The Metropolitan Council of Western Quebec is now empowered to

express opinions on the development and beautification of the region. This council must determine municipal economic developments in comparison with the development of the national capital plan. To remedy the financial difficulties of municipalities, this council must evaluate the beautification of areas with that of industrial development.

The Metropolitan Council of Western Quebec endeavors to assure the welfare of each municipality, by planning a long range improvement program and taking into consideration the works already carried out by the Federal District Commission. These financial problems of individual Municipalities involved, will certainly lead the Metropolitan Council to oppose many plans made by the Federal District Commission, but the Metropolitan Council will support an earlier realization of most parts of the national plan.

Since the organization of this Metropolitan Council, sufficient time has not been available to prepare a long-range program, nor a thorough study of the Federal District Commission brief of 1956, nevertheless, the council wishes to submit a few points and opinions of particular interest.

In 1951, the commission adopted the policy of paying a grant yearly, in lieu of taxes, to the municipalities affected by the acquisition of lands, to establish Gatineau park, but these same municipalities are adversely affected by the loss of taxes, as during the period of 1940 to 1951, no grants were paid on federal district properties.

The policy which the commission has adopted up to date is to buy all properties within the park limits. As these properties were owned and developed by private enterprise, and municipalities cannot afford to lose these private properties, the council believes that it is not necessary to acquire all individual properties in order to realize the plan of Gatineau park. The national parks of the federal government, provincial governments and state parks in the United States contain privately owned properties within their boundaries.

Municipalities are losing values of their land purchased by the Federal District Commission, by the demolition of buildings erected, and the land left to grow or return to a state of wilderness. The potential of additional construction of homes and cottages therefore ceases.

The Metropolitan Council here cites an example of loss of revenue to one municipal corporation through the purchase of land by the commission for park purposes; this example is comparable to many municipalities in western Quebec. "One third of the area of patented lots was sold to the commission. In 1955, this municipality received a grant of \$1,600.00 from the commission, while the municipal budget of \$19,000.00 was required; this grant represents less than 10 per cent of this budget. This municipality states that the forestry and an important part of the agricultural industry has ceased. No new buildings have been erected on this land sold and almost all the cottages and buildings have been removed." This situation is prevalent throughout most of the municipalities of the park. The tourist industry has not been given the necessary encouragement or assistance to be established. The population could benefit from the natural beauties of the Gatineau park region with a view to develop areas as a center of meetings for conventions as well as a development for summer and winter attraction. It would be advantageous to build or permit to be built hotels, tourist establishments within the park.

The commission should adopt a policy for the construction of hotels and invite and encourage the construction of private developments to further the tourist industry.

The maintenance of municipal roads and winter roads through the park land to provide access for remaining residents has become extremely costly,

further complicating the situation is the heavy traffic created in recent years by the publicity given to Gatineau park with no park maintained roads provided.

Industries

The declaration by the late chairman of the Federal District Commission in 1947, establishing the different industrial zones in planning is as follows: "Creation of five industrial areas, the total of 6,596 acres is distributed as follows: township of Gloucester, 4,054 acres; township of Nepean, 958 acres; township of Templeton, 1,213 acres; township of Hull, 262 acres; city of Hull, 109 acres. This allocation of industrial areas does not provide economical welfare for western Quebec. The district of Hull needs additional industry for the benefit of the population, the improvement of its organizations and administration. The major part of the Federal District Commission in area is procured from western Quebec, whereas the industrial areas are directed more extensively to the Ontario section. The Metropolitan Council feels that a re-distribution and enlargement of the industrial areas must be allowed for the Quebec section.

In view of the fact that the federal district of the national capital comprises a larger area in Quebec, future federal buildings should be erected in some proportion to this area. The distance to the center of the capital would be lessened by the establishment of said buildings in the environment of Hull. The present expansion of government buildings in the suburbs of Ottawa has been proceeded with at a much faster rate and in greater numbers compared to any project in the Quebec area. While it is understood that the natural beauty of western Quebec is an asset to the national capital, it must also be understood that some recompense be made for these areas used for beautification. Federal departments and buildings of the appropriate type can and should be planned for western Quebec, if the cooperation of this region is anticipated in the realization of the national capital plan.

Communications

The Greber plan shows an insufficient industrial area and inadequate heavy traffic accommodations in the Quebec area, as parkways will prohibit trucks and heavy traffic, it is therefore necessary that appropriated routes be planned and built for industrial purposes.

As industrial developments are necessary in Quebec for better financial opportunities for municipalities, the study of adequate and proper roads and bridges must be considered. A new Interprovincial bridge is essential and should be constructed immediately. I think we are referring there to the reconstruction or revision of the Interprovincial bridge. The Lemieux Island and Deschenes bridges to follow.

Greenbelt

A larger area in the vicinity of Hull must be allotted for future industrial and domestic developments before the greenbelt is established and the land comprising the greenbelt should provide an adequate reserve to be used eventually for the erection of future federal buildings and buildings for educational purposes.

District Municipalities

The commission's technical assistance has been liberal in providing staff and funds to any municipality within the district for the preparation of zoning plans and building by-laws.

Municipal Projects

The house building program as stated on page 48 of the F.D.C. brief, indicates extensive development in the Ontario section. "425 houses on the Merivale road, Carling avenue area of Ottawa; The Strathcona Heights apartment development, 418 units for veterans at Mann avenue, Ottawa; 214 detached houses for members of R.C.A.F. stationed at Uplands airport; and another 500 houses for R.C.A.F. personnel at Rockcliffe airport," a total of 1,557 buildings in Ontario. The Quebec section has a veteran development of 275 houses in Hull, representing approximately 15 per cent only of the total housing development, while the area is larger in Quebec, the number of houses in the building program is inadequate and can be improved by additional federal buildings established in Western Quebec.

Land Acquisition

Page 61 during the 1947 to 1950 period, much land was acquired by the commission at prices ranging from \$500.00 to \$1500.00 per acre, including buildings thereon. Today the market price ranges up to \$3000.00 per acre without buildings. The following figures are taken from the files of a Municipal Corporation within western Quebec. "During the 1947 to 1950 period, the land sold to the commission, including buildings averaged \$56.00 per acre (3503.23 acres and cottages at lake Philippe sold for \$195,888.50). The average monetary reward for farms and bush lots with buildings is established as follows:

(less cottages)

Date	Area	Acres	Price	Average per acre
1940	581.31	"	\$ 4,100.00	\$ 7.00
1945	225.20	"	2,250.00	10.00
1946	550.00	"	2,950.00	5.00
1947	1,015.70	"	5,975.00	5.50
1948	2,107.06	"	47,751.00	24.00
1949	75.00	"	337.50	4.50
1950	250.00	"	2,400.00	10.00

This municipality regrets that the previous owners of farms and bush lots did not receive a more just compensation for their properties. The commission bought 48,451 acres for Gatineau park purposes. One seventh of that land is within the boundaries of Ste-Cecile-de-Masham municipality. Approximately \$296,000.00 was paid for 6,500 acres, representing an average of \$45.00 per acre. The amount paid for land by the commission has been much more reasonable since 1953. However the damage had been done by the earlier agents of the F.D.C. in threatening the landowners with legal complications if the F.D.C. offer was not accepted. This has been the basic reason for the lack of co-operation experienced today from the remaining landowners.

Pollution of Water

The pollution of the Ottawa river is a problem that should receive more attention from the Federal District Commission in coordinating a program to solve the problem. The centre water of the Ottawa river is the property of the federal government, while sewage and garbage disposals are the responsibility of Provincial authorities. It is therefore necessary that federal-provincial-municipal collaboration—I might note that there is a new page 6, and members of the committee who find anything missing have probably got copies of the old one.

The CHAIRMAN: There was a part of a paragraph missing on page 6, and the new page has been mailed to all members of the committee. If some members have not got a copy they could probably obtain one from the clerk.

The WITNESS: —be established in order to arrive at a solution to this problem. The lesson of the Ottawa river pollution as it exists today should be related to the Gatineau river to avoid a similar situation in future years.

Expropriation

The Metropolitan council of western Quebec hereby express strong opposition to the recommendations of the Federal District brief, page 95, Item (e) "Amendments to Federal District Act, Powers to expropriate real property for parks or any other purpose specified in the F.D.C., without having to obtain the refusal of the owners". The metropolitan council of western Quebec wishes to state that this policy of expropriation would create a feeling of hostility towards the National Capital Plan, as it would place in the hands of a commission whose members are not elected by the people, a power which can be only likened to that of a totalitarian state and is made applicable to an area which has no equal in other areas of Canada.

Another comparison of areas and representation can be made at this point. The eastern area of Ontario has a far greater number of representatives on the Federal District Commission and National Capital Planning Board than have been allowed for western Quebec and similarly the advisory committee for the Gatineau park. This council recommends a substantial increase in the number of representatives from western Quebec in all branches of the Federal District Commission.

The Metropolitan council of western Quebec respectfully submits the following recommendations to the joint committee of the senate and the House of Commons in revising the program of the Federal District Commission in developing and implementing the plan for the National Capital of Canada.

1. Provide for the immediate relief of traffic over the Ottawa river by additional bridge facilities.

2. Provide for the increase of industrial areas and enlargement of areas now provided over those presently shown on F.D.C. maps.

3. Provide for a revision of the present plans which do not propose sufficient government building establishments in western Quebec.

4. Provide for the adoption of a definite policy to implement the tourist industry on a scale which will make it justifiable for the capital of Canada.

5. Provide for an increase of western Quebec representatives to the Federal District Commission in a more equitable manner.

6. Provide for a system of co-operation with area municipalities for the realization of the national capital plan and abandon the expropriation policy.

The CHAIRMAN: Are there any questions?

By Mr. Caron:

Q. Yes. You spoke in your brief of losses to one municipal corporation through the purchase of land. Could we have the name of that corporation?—

A. Yes, the figures are taken from the records of the municipality of St. Cecile de Masham.

Q. And the compensation was not in accordance with the needs of the municipality—they were losing a lot. Do you know what they were getting for these properties before the expropriation or, rather, in this case, the sale?—

A. We could obtain that information for you. These figures are extracts from the records of the municipality but I do not believe they are all available at the present time.

Q. What we want to know is what was being received in taxes in comparison with what you are getting by way of grant. If the grant is higher than the amount they were receiving in taxes, then they are not losing anything, and if

the situation should be the other way around, they are losing. That is what we wish to establish; it is a thing we should know.—A. The secretary of that municipality is here, and also as a member of the Metropolitan council.

Mr. LEDUC: We would like to question the secretary on this matter.

The CHAIRMAN: Mr. Matte, would you please come and sit beside Mayor Quipp.

Mr. CARON: It says in the brief that the municipality of Masham had a grant of \$1,600 from the Federal District Commission to replace the revenues which the municipality was losing. Could you tell us what taxes you were receiving in respect of these same properties before they were bought by the Federal District Commission?

Mr. Joseph MATTE (*Secretary Treasurer, Metropolitan Council of Quebec*): It is hard to say because the rate of tax changes every year, and has changed every year since 1940.

Mr. CARON: Could you give the figures with regard to that particular year in which you received \$1,600? What taxes were paid in that same period? Would it have been higher than \$1,600 or lower?

Mr. MATTE: It is hard to say because the municipal development has stopped since 1940—no more cottages were built and no more improvements made on that land. I would say it would be about the same; it is hard for the municipality to arrive at a very good assessment on that.

Mr. CARON: Could you not give us a figure based on what you had at that time? You received \$1,600, but you had taxes on those properties. Would you have received more than \$1,600 at that time in taxes if the property had not been bought, that is, without considering any development which might have taken place, because that would be problematical?

Mr. RICHARD (*Ottawa East*): Would it not clarify this question if I were to ask what taxes were paid at that date to the municipality in this respect. What were the taxes paid?

Senator REID: May I interject a further question? You mentioned a sum of \$19,000 as being required and this leaves the impression you were getting \$19,000, because you receive \$1,600 from the commission, and the budget, for the amount required, was \$19,000. Why do you use this figure of \$19,000?

Mr. CARON: That is what I was trying to ask. If they were really getting less than they were getting in taxes I think they were "gypped" but if they are not getting less they have no complaint to make about it.

The CHAIRMAN: Mr. Quipp can answer that question.

The WITNESS: I think I can probably summarize it. We say that from 1940 to 1951 nothing had been paid; that is a period of 11 years, and during that time nothing was paid to this municipality.

By Mr. Leduc:

Q. You say nothing was paid?—A. They did not receive a cent from the government.

Q. And did no other municipality receive anything?

By Mr. Caron:

Q. But at that time you were not getting taxes either.—A. Nothing.

Q. You were losing, between 1940 and 1951, both the taxes and the grant.—A. The grant is in lieu of taxes, but we did not get anything.

Q. You did not get taxes from 1940 to 1951?—A. 1950-1951 was the first year they used to determine the assessment to give a grant in lieu of taxes.

Q. But they did not have any taxes on this property from 1940 to 1951?
—A. That is right.

By Mr. Blair:

Q. And you did not get any grant?—A. No.

Q. No taxes or grants for 10 years?—A. We interpret the word “taxes” to mean a grant in lieu of taxes.

By Senator Aseltine:

Q. How much was lost in that period?—A. I do not think I could answer that immediately. There are many municipalities concerned.

By Mr. Richard (Ottawa East):

Q. Did the grant made in 1951 take into consideration the years when you did not receive taxes?—A. I do not believe it did.

Mr. MATTE: No. That was just for one year.

Mr. LEDUC (*Gatineau*): I believe I can give the committee some explanation. It is a fact that between 1937 and 1951 none of the municipalities in the section where the Federal District Commission bought property for a park did receive taxes or grants. They received nothing. Not until 1951 did the government begin to pay grants, and today the government is paying grants to all these municipalities on the basis of valuation of the municipality concerned—school taxes, municipal taxes and so on—and the rate of tax imposed in the case of all these municipalities in the park area. The amount totals \$1,600 today, for this municipality.

By Mr. Blair:

Q. This seems a unique position. Do I understand that from 1949 to 1951 you did not collect taxes? And you received no grant? It would seem, in that case, that for 11 years you got money from no one.—A. None from government sources.

Q. But there were other taxes?—A. Oh yes, we taxed all our property; all our individual rate payers paid their taxes, but there was no government grant paid in respect of the property which was considered to be the property of the Federal District Commission during that period.

By Mr. Mang:

Q. If the Federal District Commission had not taken over this property would you have received taxes on it?—A. Certainly. They would by law have been obliged to pay taxes.

Mr. RICHARD (*Ottawa East*): Do you mean to say that from 1940 to 1951, in a situation where the Federal District Commission bought cottages in that area which were occupied by people who were paying rent for them, you did not get taxes from the tenants of these properties during all that period?

The WITNESS: I will verify that answer—

Mr. MATTE: No, we did not get anything during that time. The cottages were sold in 1948. After that they became the property of the commission.

Mr. RICHARD (*Ottawa East*): But they were occupied? Some people remained there?

Mr. MATTE: But they were the property of the commission.

Mr. RICHARD (*Ottawa East*): You did not receive taxes from the F.D.C.?

Mr. MATTE: Not at that time.

By Mr. Blair:

Q. Let me put it this way: how much money did you actually lose?—

A. It is hard to state from the information we have here, but that information could be obtained from the records of the municipalities.

Q. Can you give us the approximate amount? This is important at the present time.

Senator ASELTINE: It is \$1,600 now.

By Mr. Blair:

Q. I want to know how much was lost when the new scheme came into effect. Can you give us an estimate?—A. No. Because there is no one here who has information about all these municipalities. There are several municipalities concerned. This only cites the example of one municipality. We could, however, obtain that information.

Mr. LEDUC (*Gatineau*): You will admit that this is one of the main ones.

Mr. BLAIR: Let us take the case of this one municipality. Can you give us an approximate figure?

Mr. MATTE: I think it is around \$3,000 or \$4,000 for our municipality only, but they were adding more every year, and every year was not the same.

Mr. BLAIR: You lost \$3,000 or \$4,000.

Mr. LEDUC (*Gatineau*): You should know, Mr. Matte.

Mr. MATTE: I have it in my office in Hull.

Mr. CARON: You could send those figures by mail to the commission, what you received in taxes on those properties which were rented and what the municipality at Masham lost during that period.

Mr. QUIPP: Are you interested only in the one municipality?

By Mr. Caron:

Q. We are studying that municipality at the present time; we would be ready to study others in the same way, but we want to know from the point of view of Masham itself what the position is. The other places would only be lightly affected.—A. Not in the area acquired, but the progress of the park scheme has probably been more active in our area, and we have received other things. With regard to this question of taxes and what we have received and what we would have received the comparison actually is in the fact that the potential of the land disappears. It is left to return to a wilderness state. Where there would have been a development of cottages and homes in these desirable areas, that ceased to be, and we are left with taxes only on undeveloped land.

By Mr. Leduc (Gatineau):

Q. Would you admit that outside the park area of your municipality cottages have been erected, and that you have received the advantage of the park at the same time?—A. Yes, but they have been confined to a smaller area.

By Mr. Blair:

Q. What did you mean when you said you have received "other things"?—

A. They have ploughed certain roads in the winter. That, to my knowledge, is the only other benefit we have received from them.

Mr. RICHARD (*Ottawa East*): To clear this matter up might I ask Mr. Hay a question? He is here now. Could I ask him whether, when properties in Ontario are taken over by expropriation or purchase, and rented, the individual taxes are paid to the municipality? Is it true that on the Quebec side, in

these municipalities or in others, you had properties since 1940 or so—and you did, I know, rent cottages in those areas—but that no taxes were paid or grants given in lieu of taxes to the municipalities concerned?

Mr. ALAN K. HAY (*General Manager, Federal District Commission*): When the Federal District Commission rents such property it is responsible to the municipality for the taxes.

Mr. RICHARD (*Ottawa East*): Did you pay those taxes to Masham and the others?

Mr. HAY: To the best of my knowledge.

Mr. RICHARD (*Ottawa East*): From 1940 to 1951?

Mr. HAY: We are liable.

Mr. LEDUC: There were no houses up at that time. It was only bush land.

Mr. RICHARD (*Ottawa East*): But did you not pay during that period from 1940 to 1951 with regard to any property which was occupied by tenants and on which you were getting revenue?

Mr. HAY: It would depend on the locality. Where we continued to rent cottages we would be liable to the municipality for taxes.

Mr. RICHARD (*Ottawa East*): Did you pay them?

Mr. HAY: I assume so. I cannot answer categorically.

Mr. RICHARD (*Ottawa East*): I wish you would find out, so that this might be clear. It has been stated that you did not pay anything between 1940 and 1951 on land which may have been rented.

Mr. CARON: We will ask Mr. Hay to furnish figures for the period between 1940 and 1951 showing what they paid to the municipality of Masham and to other municipalities.

Mr. RICHARD (*Ottawa East*): Mr. Hay could also tell us what has been the position of these municipalities since 1951. What is the basis for the grant to these municipalities?

Mr. HAY: The basis on which it is paid is to be found in the Federal District Commission Act which came into force in 1951, and it is that we pay full taxes to the municipalities on the amount of their assessments.

Mr. RICHARD (*Ottawa East*): At their rate?

Mr. HAY: That is right.

The WITNESS: In 1948, 17 small portions of land were purchased. There were four chalets, and seven chalets, and these cottages which were purchased in 1948; and at that time there was no system of taxes.

Mr. CARON: When they were rented, did they not pay taxes? When they were rented the one who rented the place would charge a rent including municipal taxes? Wasn't it the same every year?

Mr. MATTE: There was nothing, according to our tax roles at that time, and about 40 cottages were sold at that time at Lac Philippe.

Mr. HARKNESS: This whole matter goes back to the fact that up to 1951 when this Municipal Grants Act was passed there would be payment by the Federal District Commission if the property exceeded 4 per cent of the total assessment; but up to that time there was no provision for that, so it did not matter where the municipality was, except for the city of Ottawa itself; the federal government did not pay any grant in lieu of taxes. But since 1951 it has paid a grant in lieu of taxes; and I think the whole difficulty goes back to the fact that the dominion government had no legislation to provide for these grants in lieu of taxes up to 1951.

Mr. GOUR (*Russell*): If it was Federal District Commission property, they paid nothing on it.

The WITNESS: Unless it was over 4 per cent.

Mr. RICHARD (*Ottawa East*): I do not think that Mr. Harkness understands what I have in mind. That is true so to speak; but where the Federal District Commission acquired property even prior to 1951, and the land was capable of being zoned, there were taxes paid; and I want to know if those people have received taxes from those tenants as soon as those cottages were occupied? If not, it would be unjust, of course.

Mr. CARON: If not, it should be paid!

Mr. RICHARD (*Ottawa East*): Yes.

Mr. CARON: When we get the figures from Mr. Hay we can discuss the matter more clearly.

By Senator Lambert:

Q There is one point which I think has been overlooked. In the case of properties which have been taken over by the Federal District Commission, if they had not been taken over the township would be in the position of having to provide services in those areas in the form of schools, roadways and other services, which they do not have to make where the Federal District Commission has purchased the property. That is clear.—A. That is true.

Q. So to that extent it would be fair to say that the township is not losing anything.—A. Well, I do not think we agree to that, sir, because while we lose the property—if the potential for building facilities disappears by the fact that the land is taken away, we would rather have that potential development and provide the facilities. We are a rural municipality and our poiley is to expand, as it would be in a city or township. If they obtained a small piece of land, that portion of the land would revert from a farm or a bush section, and it would take on increased value, whereas our services would increase substantially, because schools have to be provided anyway. We would consider it more economical to have more and increased development.

Q. I think you have an important point there, the potential that you speak of. That potential is from the point of view of paying taxes from dominion revenues merely as a result of the Federal District Commission's interest in the area, and if it was not there at all, would the township still have vacant properties there on which we could call, potentially, if you like to use the term? Is not the interest of making a tourist park out of it, or part of the Federal District Commission's territory there, something which really affects its potential value?—A. That is what we are trying to bring out here. That potential has disappeared from the point of view of building land. Most of the cottages are being purchased and removed, and there is nothing else to compensate for that, speaking particularly of a park and of this plan.

Q. Is there not something on record when Mr. Bronson was chairman of the Federal District Commission? Did he not make a grant to the township of Masham in the form of an area of land which he had purchased tentatively for the commission but which had not been taken up and which was given back again by him as a donation? Have you any record of that?—A. I do not know. Do you know, Mr. Matte, of a portion of property given by grant by Mr. Bronson to the township of Masham.

Mr. MATTE: Not as far as I know.

Senator LAMBERT: It is not important anyway. As I remember the time it was about five years ago, but I have forgotten the details.

By Senator Reid:

Q. May I ask a question with respect to page 4 where it says:

The declaration by the late chairman of the Federal District Commission in 1947, establishing the different industrial zones in planning is as follows...

He was dealing with five industrial areas within the area established by the Federal District Commission without consultation and without the consent of the municipalities. I want to know the power of the Federal District Commission and if this was done without their consent?—A. The entire national capital plan was the plan of a certain area which was allocated on their maps. I can speak only for my own municipality and I know of no actual arrangements where they asked us what land we wanted for industrial purposes.

Q. I am not at all clear. The mere designation by the Federal District Commission of industrial areas in townships—does that make it a law that each municipality has to buy up that land and to make a decision? I want to get a clear picture.—A. We do not feel that way. We feel that we should attempt to cooperate with this national capital plan, and we are simply bringing these things out as our problems. The area is shown on the maps and it must follow that no municipality has the finances available to prepare an extensive map indicating what will be done ultimately with the area. Therefore what has been done by the Federal District Commission in the preparation of their maps is assumed by the general public and by potential investors as the plan which has been adopted.

Q. Supposing after this has been submitted to you by the Federal District Commission, would there be any prohibition upon anyone going in to build houses which might interfere with the industrial part of that area? After all, the municipality must have some control and some rights. What I am thinking of is the carrying of it out. Are they overriding the rights of the municipality?—A. No. There is no law which prohibits these industries from being established. I think an example has taken place in Ottawa where there has been an expansion which has not fitted into the plan. But we have not had the same expansion in western Quebec. We are here to present our case and to cooperate with the national capital plan, and we are pointing out some of the things which are missing according to that plan. If there had been a policy established for this industrial form of organization and more initiative had been taken, that would be another matter; but we are here to present our plain problems to the committee and to ask for a system of cooperation to be worked out.

By Mr. Leduc (Gatineau):

Q. Is it not a fact that in South Hull there is a zoning by-law, and unless they comply with that by-law they cannot establish themselves?—A. They have a zoning by-law. The mayor of South Hull will answer your question.

Mr. T. RADMORE (*Mayor, Municipality of South Hull*): May I ask you to repeat your question, please, Mr. Leduc.

Mr. LEDUC (*Gatineau*): In your case you have a zoning by-law in force?

Mr. RADMORE: Yes.

Mr. LEDUC (*Gatineau*): So no industry can go in and establish itself wherever it pleases in your municipality?

Mr. RADMORE: No.

By Mr. Leduc (Gatineau):

Q. In your municipality, have you got a zoning by-law?—A. We have a building by-law but we do not have a zoning by-law. That is why we are raising the problem. There is no cooperation with the Federal District Commission on a zoning and building by-law. We are endeavouring to have it effected, but it has not passed.

Q. You believe that the zoning by-laws and services rendered by the commission to the municipality are a good thing?—A. Certainly, we think it is a very good service.

By Mr. Caron:

Q. You speak of a total of 6,596 acres distributed as follows; is that land which has been purchased by the Federal District Commission, or is it only on the plan?—A. I would say that it is on the plan. What page is that?

Q. Page four.—A. No, I would say that was all planned.

Q. And sold back to industries?—A. I do not believe that is the case.

By Mr. Leduc (Gatineau):

Q. You are speaking of a plan in Quebec?—A. No. I am referring to the plan which is recommended for the national capital.

By Mr. Caron:

Q. Is there any reason why the Federal District Commission should prevent any municipality from making their own zoning by-law and establishing zones for industries in that municipality?—A. There is no regulation, no. That is entirely up to the people of that municipality.

Q. So you can now, without strings, decide upon the site in your municipality for industry? And you can do that without having to take into consideration what has been placed on the plan?—A. That is right.

Q. Thank you.

By Mr. Blair:

Q. On page six I read:

"This municipality regrets. . . ."

and you have a sentence at the end of the paragraph upon which I would like you to comment as well as on the whole paragraph, but particularly on this sentence at the end:

However the damage had been done by the earlier agents of the F.D.C. in threatening the landowners with legal complications if the F.D.C. offer was not accepted. This has been the basic reason for the lack of co-operation experienced today from the remaining landowners.

Would you please comment on that last sentence and particularly on the whole paragraph?—A. Yes. We know, because it has been brought out and I have read it in the evidence given before this committee, that there is difficulty in obtaining land for the park. At an earlier stage when the park was being established the prices offered for some of the land to these people who had been borne and raised there, and who had very little to do with business. They were not people in business, they were farmers, and they were given offers for their land and in some cases those offers were ridiculous. I can cite an example of a man who told me recently that he had four hundred acres and he was offered \$7,000 for them.

By The Presiding Chairman:

Q. How many acres?—A. Four hundred acres.

By Mr. Leduc (Gatineau)

Q. At the time when the Federal District Commission bought it in 1947, do you think that this man could have found a better price for that land?—A. He was not interested in selling it.

Q. But he was not forced to sell it.—A. In order to answer your question we would have to obtain for you the price per acre for the property that was being purchased at that time.

By Mr. Caron:

Q. I know of some farmers with whom the impression was left that they would acquire it even without their consent.—A. I do not know if they created that impression. I would have to refer to those people themselves.

By Mr. Leduc (Gatineau):

Q. They did not expropriate the land; it was done according to an agreement.

By Mr. Blair:

Q. Would you say that they had threatened the landowners?—A. Yes. They said that if you do not accept this, the government will take it anyway, and it frightened the people because they thought they would have to oppose the government and it created this volume of ill will towards the plan.

Mr. GOUR (*Russell*): I would like you to get from your registry office what was paid. It may be that some land was sold during this time to private individuals and I would like to know the price they were paid for it. I think it would prove that the price paid by the Federal District Commission was much higher than the price paid by individuals. We do not want men saying that the land was worth so much. They could not get \$3000 for it at that time, and now they come forward and say that they gave it away or were forced to do so by the Federal District Commission. I have the same trouble in my own district.

Mr. LEDUC (*Gatineau*): There is no doubt that in the case of some of the land which was sold, if he got \$10,000 for it from the Federal District Commission, he could not have got as much as \$1,000 for it from industry.

Mr. GOUR (*Russell*): We are talking about 1937.

The WITNESS: For what year would you prefer to have those figures?

By Mr. Gour (Russell):

Q. You have complained yourself, and objected to the plan, and said that you were badly used by the Federal District Commission. I would like to have the figures for every year for which you complain.—A. You want the rates at current prices as well as the rates which were offered.

Q. I would like to have the times that you yourself and your colleagues complained that you were used badly by the Federal District Commission.—A. You mean the current prices and the prices offered?

By Mr. Caron:

Q. Take, for instance, the one to which you referred where there was an offer of \$7,000. At what time was he offered the \$7,000, and if it was in 1940 what was the price of the land at that time?

Mr. GOUR (*Russell*): Every year in which you complain about being badly served.

By Mr. Caron:

Q. Coming back to page 5 of your brief, communications, you have claimed that they have built parkways where heavy trucks are prohibited and you speak of the necessity of building roads. This should not come to the Federal District Commission. The roadways are the property of the provincial government and it is not up to the federal government nor up to the Federal District Commission to build ordinary roads in municipalities. It is the problem of the provincial government to build the general roads. Those which we build are only parkways, and this should not be asked of the Federal District Commission nor of

the federal government, because it is a provincial affair.—A. I realize that; but we are suggesting that this plan—we are referring to the general and over-all plan of the national capital, and we are interested in roads being provided for heavy industry. We will go to the appropriate people to get it. We do not say here in this brief that the Federal District Commission should do it.

Q. It may create an opinion on the part of the people that the Federal District Commission or the federal government are not doing what they should do. I want it to be made clear that it is not a federal problem, but is a provincial problem. I am not blaming you for what is in there, but I do want to make it clear that the federal authorities are not always at fault.—A. What we are trying to bring out is that what we are raising can fit into the general plan of the national capital.

Q. The same problem pertains to the next paragraph, which refers to the Interprovincial bridge. The Interprovincial bridge is not a matter solely for the federal government. I know that not very long ago the Minister of Public Works asked the provincial governments of the provinces of Ontario and Quebec to send men to discuss the problem to see where and when they could build it, with the three governments; but the Quebec government has not yet sent anyone to discuss the matter and the Minister of Public Works in Quebec said that it was a federal matter and that he would not send anyone. I want to make it clear that it is not the sole problem of the federal government and that the provinces should take the responsibility in this connection.

By Senator Reid:

Q. On page 6 you speak of the pollution of the Ottawa river, and I am rather intrigued by a statement which you made that the centre water of the Ottawa river is the property of the federal government. How do you define that?—A. I did not write that actually.

By Mr. Caron:

Q. You know that the bed of the river is the property of the provincial governments. The federal government has responsibility for the navigable waters, but only for navigation and the damages which may be caused by navigation on the shores of the river. But the beds of the rivers are the property of the provincial governments.—A. I agree that that is a misleading statement, but it was left in there because of the haste involved in this. We do not have a paid staff and this was prepared by voluntary workers. It was noted in French and put into English and some of these phrases were not capable of being determined too definitely.

By Senator Lambert:

Q. In the same paragraph you intimate, in the last sentence, that the Gatineau river is not subject to any pollution problem at the present time. Is that correct?—A. No, not that I know of.

Q. You do say that there is no problem of pollution?—A. No problem. There may be some sewage presently getting into the river, but it is not in the proportion of an Ottawa River problem at the present time. But it could be, if development increased along there.

Q. You have several communities and an increasing colony of people up and down the river, which I imagine affects it to a certain extent; I have been told so in any event.—A. Yes.

Q. I should think that would converge on the Gatineau Point district?—A. Yes, that definitely is probably the most serious point where there could be contamination. But the banks extend up some distance in very desirable

building sites, and while the problem of pollution exists today in the Ottawa river, we are suggesting here that you apply the same knowledge and experience, and consider that there is another river, the Gatineau.

By Mr. Harkness:

Q. At the bottom of page 3 you say: "It would be advantageous to build or permit to be built hotels, tourist establishments within the park. The commission should adopt a policy for the construction of hotels and invite and encourage the construction of private developments to further the tourist industry." Now, as far as the construction of hotels and motels and things of that sort is concerned, could that not be served just as well by having these motels on the stretches of the river adjacent to the park and not actually within the park, which again would improve the municipal tax picture if you had these things built in that non-parkland.—A. That is right. What we are suggesting here is a very general statement. It is in an endeavour to create a tourist industry in Gatineau park; it is a large area. The facilities are available to those who can drive up and back who visit Ottawa, we will say. From the municipalities' point of view there is very little revenue out of those people who just drive over our municipal roads and turn around and come back to the city of Ottawa; we will see them, and they see us, but that is the end of it. There are no places for them to stay. It is a desirable area to invite them to.

Q. What I wished an answer on is whether, in your opinion, these tourist facilities could not just as well be established in the stretch of land which is still under municipal control and subject to municipal taxes?—A. Not entirely. I think that the desirable lake sites there have all been purchased for the general park area and are the places where the people would like to go, and that hotels and motels should be located near these lakes and so on. It would be very little different from driving to an urban area of another city, if they were to stay in the little villages. This is a park and we are asking within that park that something be provided for the tourists.

By Mr. Caron:

Q. As is the case at Banff and other places?—A. Yes.

By Mr. Leduc (Gatineau):

Q. Have you been informed that there will some day be a hotel in the park?—A. No.

Q. Have you not seen the report submitted by Mr. Sparks on the organization of the park, and have you not seen the report of Mr. Greber that there should be provided at Harrington lake something similar to that at Lake Louise?—A. That has been discussed, but is there any definite policy?

Q. This is in the organization of the park. There is no use talking about a hotel until the parks are built.

By Mr. Caron:

Q. We cannot take what Mr. Sparks has said as an official statement from the Federal District Commission. I do not believe that the Federal District Commission has decided anything on that question at the present time. I really believe that Mr. Quipp is right, and that there should be good hotel accommodation there as quickly as possible to attract people as is the case at Banff or at Lake Louise or anywhere else in a national park. The demand is perfectly well-founded and I think we should support it.

Mr. LEDUC (Gatineau): Sure, 100 per cent.

By Mr. Weselak:

Q. In the brief it states: "it would place in the hands of a commission whose members are not elected by the people a power which can be only likened to that of a totalitarian state . . ." I know back home in Manitoba it is quite a common practice to give expropriation powers. I am wondering if there is a different in the province of Quebec on this point.—A. I do not know whether I understand you completely, but what we are asking here is that a policy of expropriation be not adopted. We feel that the idea here should be that we should cooperate in the idea of a national park and we are pointing out the difficulties financially which we experience while this period of development goes on. We feel, those of us who have made and presented this brief—which has been presented to our general assembly—that expropriation would put an entirely different light on the development of the national capital, particularly in Quebec.

Q. One of the points which I was making is that you object particularly to these powers being given to a commission which is not elected. Within the provincial sphere is it the practice in Quebec not to give these powers to people who are not elected?—A. The municipal government would have the right to expropriate for certain purposes. I do not know what the legal aspect of it is.

Q. You do not know whether the power has been given in Quebec?—A. No.

Mr. CARON: The opinion is in Quebec that province property, falling under the civil code, is a provincial matter, and that expropriation power should be given to the federal bodies only when it is for public buildings, but not for parkways or for roadways. Until this has been clarified by the Supreme Court, as we discussed the other day with the Federal District Commission, I think we cannot go much further than this. I said the other day that the two governments should be notified and that this matter should be brought by the government to the Supreme Court to decide whether or not we have the right to expropriate for other purposes than for public buildings and, of course, in wartime for the war effort.

Mr. LEDUC: (*Gatineau*): Or for the Greenbelt.

Mr. CARON: Even for the Greenbelt. I do not think that we can consider it until it is decided by the Supreme Court of Canada.

By Mr. Blair:

Q. What would you suggest other than that?—A. Well, there is a great deal of area which has been obtained at the present time and surely the various bodies of the municipalities can meet with the Federal District Commission in order to realize this plan; and certainly a trend of adopting the policy of expropriation without obtaining the views of the owners would place people in the uncomfortable position of not knowing when they would be dispossessed of their property.

By Senator Aseltine:

Q. It would hold up the whole project if they did not have some power.—A. Yes.

Q. A person could say "I want \$25,000 for this property", when the property was worth only \$5,000. What would you do then?—A. There would be some cases of that kind.

By Mr. Leduc (Gatineau):

Q. Do you know that this is why the parkway did not start until three years ago?—A. I think that is a fact.

By Mr. Blair:

Q. Would there not be a piecemeal kind of thing accomplished if they agreed here and did not agree in other places?—A. Yes, but, as you will recall, in the beginning we stated that we formed an over-all body, this Metropolitan Council of Western Quebec, to try to eliminate some of these problems.

Q. But the situation would exist that everybody would not agree and it would be pretty difficult to do it without an over-riding policy?—A. You mean a body which would have the final authority or the final word?

Q. I realize that you say here that the policy of expropriation creates a feeling of hostility. I am asking you, what would you suggest in order to avoid there being a sort of piecemeal type of plan?—A. Would it not be in order to go to the municipalities who are concerned with this plan and have them attempt to have it worked out.

By Mr. Leduc (Gatineau):

Q. What power has the municipality to expropriate?—A. We are not suggesting that the municipality expropriate?

Q. Who is going to expropriate?—A. Is that the ultimate, that there should be expropriation?

By Mr. Weselak:

Q. Are you objecting to expropriation itself or are you objecting to the non-necessity of obtaining consent, or are you objecting to both?—A. I think, more particularly, what we mean is expropriation placed in their hands as a blanket expropriation. It is possible that there are cases, as has been mentioned, where you would have to expropriate, but we object to this blanket power.

By Mr. Blair:

Q. Then you would like more consultation with the municipality concerned?—A. Yes. If it is agreed, for instance, that this is a road which should go through, and we are agreed on it, then it would be recommended by the council that it go through.

Q. You are trying to protect the rights of the municipalities?—A. Of the individual municipalities who could have expropriation imposed upon them by a government body in blanket form. If we had had more time in preparing our brief it could have been more elaborate.

By Mr. Leduc (Gatineau):

Q. On page 3 of the brief there is a declaration: whereas "the national parks . . . contain privately-owned properties within their boundaries". Could you name any federal national park where property is owned by private individuals?—A. I do not know the actual details of the existence at Banff national park, whether they actually have deeds to their property, but there is definitely private enterprise in the park.

Q. Under lease?—A. I am not sure of the legal position.

By Mr. Harkness:

Q. A limited amount of the land in Banff national park is owned by individuals who had it before it was created into a national park. The C.P.R. had some land and also certain other individuals before it was created into a national park. The Banff park people have been sort of acquiring that as time went on so that the amount left now is very limited.—A. It was not necessarily expropriated or taken immediately to realize Banff national park.

Q. Some of it was expropriated and some of it was purchased and so on.

By Senator Reid:

Q. Having mentioned the national parks, would you prefer that this come under the parks branch, or would you still prefer the F.D.C.?—A. The F.D.C. are interested in a particular area and there would be no difference in our dealings with them or with a national parks branch or group. I do not think that we have ever considered that, as to whether it should be a parks committee.

Q. I have one further question on page 2. You say: "These financial problems of individual municipalities involved, will certainly lead the Metropolitan Council of Quebec to oppose many plans made by the Federal District Commission, but the Metropolitan Council of Quebec will support an earlier realization of most parts of the national plan." Am I right in inferring from that statement that, while you are in agreement with the earlier plan of the F.D.C., that you are not agreeable to the newer plan which has been put out?—A. No. We are agreeable to an earlier realization of certain parts of it, in other words to open up certain areas which are required, and have definite policies established in those areas so that it can be determined whether they can establish industries there now which will be practical for the future development. I think that the attitude expressed here is that we are all against the national capital plan; that is not the case. We want to try to effect, in connection with the national capital plan, our requirements for economic welfare, and in that statement we mean specifically that an earlier realization of certain things would coordinate with what we have to Plan. But there are other projects whose development we would not appreciate and we would naturally oppose them, and we want to be able to iron these difficulties out.

The CHAIRMAN: Are there any other questions to Mr. Quipp? If not I wish to extend the thanks of the committee to, Mayor Quipp and Dr. Matte for having come here this morning. We are lacking certain information which does not appear in your brief and I hope you will be able to supply this for the benefit of the committee.

We shall adjourn now until 3 o'clock this afternoon when we will hear the Chamber of Commerce of the town of Aylmer. We shall also hear from the town of Aylmer itself.

AFTERNOON SESSION

3.30 P.M.

The Presiding CHAIRMAN: Gentlemen, we have a quorum. Before we proceed with the next item on the agenda I will call on Mr. Hay to put on the record an answer to the question raised this morning regarding taxes, or grants in lieu of taxes paid to the Federal District Commission to municipalities and school boards in the Gatineau valley.

Mr. Alan K. HAY (*General Manager*): Mr. Chairman, The question was asked this morning if the Federal District Commission had paid taxes or grants in lieu of taxes during the years 1937 to 1951, i.e. prior to the time that grants in lieu of taxes were authorized to be paid by amendment to the Federal District Commission Act.

Answer:—Properties acquired by the Commission since 1937 can be divided into the following groups:

1. Bush-land and unused farmlands. On these properties, taxes or grants in lieu of taxes have not been paid by the Commission during the period 1937 to 1950 inclusive.

2. Farm properties occupied by former owners or tenants and summer cottages. Taxes have been paid either by the former owners or tenants as a condition of the lease of occupancy or deed of sale. Because taxes were paid directly by the former owners, this point may have escaped the municipalities and school boards concerned.

Since 1951 the Commission has paid grants in lieu of taxes to Municipalities and School Boards in the same manner and to the same extent that former owners would have paid themselves, had they not sold their properties to the Federal District Commission, for all properties owned by the Federal District Commission Gatineau Park. Further, the Commission pays grants in lieu of taxes for buildings demolished and there have been many demolitions, particularly in the Lac Philippe area, which is in the Municipality of Masham. Also the Commission has recognized periodic increases in assessments made by municipalities for the purpose of computing grants in lieu of taxes.

The CHAIRMAN: Thank you, Mr. Hay.

Now, we will proceed with the Chamber of Commerce of the town of Aylmer. We have with us today the president, Mr. Van Dusen who will summarize this brief, and with your permission we will take it as being read. Mr. Van Dusen will summarize the brief and you will be able to put questions to him after he is through.

Mr. Thomas W. Van Dusen, President, Chamber of Commerce, Town of Aylmer, called:

The WITNESS: Mr. Chairman, hon. senators, and members of the House of Commons, you will have before you this afternoon two briefs which have a certain relationship, in that they both deal with the same general area, that is the town and area of Aylmer. The first brief, the one we are now considering is submitted by the Chamber of Commerce of the town of Aylmer, Quebec.

The second is a statement by the town of Aylmer itself, which you will hear very shortly.

The brief of the Chamber of Commerce deals in a general way with the principles concerning the various aspects of the National Capital Plan in so far as they affect these local regions, in these municipalities with which we are concerned.

Senator LAMBERT: I would like to interrupt you at this point. If this is the brief that the witness is giving, I would suggest he read it. It is not long, and I have read it and it is very beautifully done.

The CHAIRMAN: This is the one, the one that Senator Lambert has in his hand there.

Senator LAMBERT: The Chamber of Commerce brief.

The CHAIRMAN: Mr. Van Dusen will read it then.

Senator LAMBERT: It will not take long, and it is very well done, I must say.

The WITNESS: Thank you very much, Senator Lambert. I am quite happy to read the brief if the committee wishes me to do so.

Senator LAMBERT: It will not take very long. It is very short.

The WITNESS: This brief, submitted by the Chamber of Commerce of the town of Aylmer, Quebec, to the joint committee, begins as follows:

INTRODUCTION

Realization of the Plan for a great Canadian capital hinges upon municipal, provincial and federal co-operation. Its measured development demands that the various levels of government—which, after all, represent the same people—move with a minimum of partisan impedimenta to assemble a lofty expression of Canadian nationhood.

In view of the co-operative nature of the undertaking it is inevitable that recommendations dealing with various facets shall fall into divers jurisdictions. In this brief we have incorporated considerations for all levels of government, believing that each in this project has equal concern.

Our brief will be restricted to general principles as regards the scope and structure of the Plan but will come to specific issues when engaging those sections which more particularly concern the Town of Aylmer.

Now, the first section of the brief concerns the site of the capital and proceeds this way:

SITE OF THE CAPITAL

"He that builds a fair house upon an ill seat committeth himself to prison."

—Francis Bacon.

A nation's maturity is judged by its public monuments of which the greatest is the Capital; and in that sense it is dispiriting to reflect upon the long travail of Canada's seat of Government towards acceptance as a national symbol. Execution has lagged conspicuously behind design. While a triumvirate of Philemon Wright, Colonel By and J. R. Booth, were they to survey the scene today, might be suitably impressed with Ottawa's progression from the wilderness, it is conceivable that Pierre L'Enfant, the great designer of Washington, might turn away with a shrug. We are certainly not in favour of the somewhat overblown concept of a "Washington of the North"—among other things, it lacks originality—nor of equally overblown concepts such as "Paris on the Ottawa", or "Rome of the New World". The National Capital of Canada should be peculiarly and distinctively our own. In this sense, the present plan is indeed masterly, incorporating a principle at least as old as the Seven Hills of Rome: that of relating the grand design to the natural surroundings.

Nothing could be more appropriately Canadian than a Capital set down amid the rugged grandeur of the Laurentian Foothills, at the confluence of three historic waterways, embellished by a system of drives winding among green forests and along quiet streams. The concept is a monument to the Canadian spirit; one that may stand proudly without apology to any other Capital in any other land.

The proposed system of scenic parkways linked by bridges over the main water courses will thus lend the Capital distinction unrivalled on the continent, perhaps in the world. The design is a grand one and should be executed upon a grand scale. The completed work should furnish Canadians with a pride of nationality, a sense of oneness and common destiny as well as a common hearth and repository of the nation's title deeds. In selecting as their chief monument the beauty of their own countryside, Canadians will exhibit a decent and humble sureness of their own destiny, carrying out perfectly Jefferson's idea of "embellishing with Athenian taste the course of a nation looking beyond the range of Athenian destinies."

Now, do you wish me to read this section regarding the Greenbelt?

Senator LAMBERT: Yes.

Mr. LEDUC (*Gatineau*): Yes, go ahead.

The WITNESS:

THE GREEN BELT

The Green Belt is among the most attractive features of the master plan. Its rightness speaks for itself. That the areas of concrete and steel and glass should be broken and separated by parks and trees, reissuing nature, adds to the creative uniqueness of the Capital.

Recreational Areas

Recreational areas should figure importantly in the Green Belt concept. Parks, scenic walks and swimming beaches should be dispersed through the area. Ottawa, although singularly blessed with natural waterways, is poorly served by swimming areas. The comparatively few city beaches are inadequately landscaped and too small for the traffic they are required to bear. The Federal District Commission's Hog's Back beach, a more ambitious project, is already overcrowded. New beaches are required not only to meet local needs but for the influx of summer visitors which will undoubtedly increase as the various stages of the National Capital Plan are carried out.

Parks

Parks are important in the Green Belt area. They should be widely dispersed, from the near borders of the urban areas to the farthest extremities of the Green Belt. In its Jacques Cartier park in Val Tetreau the Federal District Commission has transformed an unkempt stretch of river bank into a place of ordered loveliness. As the National Capital Plan unfolds Jacques Cartier park will form one segment, it is hoped, of a system of riverside parkways extending from Hull to Aylmer on the North Shore of the river.

Promotion

In order to preserve the Green Belt area from inappropriate encroachment by industrial and housing developments, we believe that it is necessary for the Federal District Commission to take further positive steps now to promote the National Capital Plan among the municipalities concerned. We understand that the FDC has a very active and progressive information service. The activities of this service should be extended. Among recommended measures are: talks to

local groups, photos, charts, maps, booklets, and so on. A new illustrated booklet outlining the development of the National Capital Plan with particular reference to municipalities would be welcomed.

Municipal Representation

As part of a general plan to enlist more positive and active co-operation from the municipalities, we suggest more direct representation of the municipalities upon the various boards and committees of the Federal District Commission. Among approximately thirty municipalities in the national Capital area only Ottawa and Hull are officially represented on either the Federal District Commission or the National Capital Planning Committee. It is scarcely necessary to underline the anomalies of a situation where a number of municipalities are being asked to contribute time, money and support without direct representation. If direct municipal representation should be deemed impracticable on the existing bodies, then the possibility of setting up a special advisory body of municipal representatives should be investigated. Wholehearted municipal co-operation in the Plan demands more adequate representation than now exists.

Zoning:

We believe that the municipalities should take advantage of a provision in Federal District Commission legislation whereby the FDC, upon request, bears the cost of municipal zoning in the National Capital Area.

Land Acquisition:

The public good demands equally that the individual get his full rights as well as the State. We should abhor the spectacle of a National Capital builded upon rigid and inflexible treatment of property owners who happen to live in the designated areas. In view of the expense and time involved in Exchequer Court proceedings we urge that investigation be made of an appeal method which will not face the individual with expenses not of his choosing and at the same time provide a speedy settlement.

Pollution:

In view of the direct interest of every municipality upon the Ottawa in measures designated to free the river of pollution dangerous to health and injurious to commerce, we would urge that the municipalities take steps to co-operate with the Federal District Commission in combatting this deadly nuisance. A co-operative scheme to this end could appropriately come under the aegis of a committee made up of municipal representatives.

THE TOWN AND AREA OF AYLMER

"In the afternoon, we entered a lake five leagues long and two leagues wide where there were delightful islands covered with vines and nut trees."

—Samuel Champlain discovers Lake Deschenes.

Aylmer is logically part of the grand design. The town is strategically situated on the edge of the Green Belt, within seven miles of the Capital on a fine main road and within easy access of Gatineau Park and the system of scenic parkways. The town lends itself particularly to the type of beautification which the National Capital Plan demands. It is on the edge of an alluvial plain dominated by the rolling line of the Laurentian foothills; bor-

dered on two sides by Lake Deschenes, the largest body of water in the Capital area. Without great expense or difficulty, the town could be linked directly to the system of scenic drives and thus provide a beauty spot for recreational purposes within easy driving distance of the whole Green Belt area.

Aylmer is located in the midst of a prosperous farming area. There are pleasant woods ideally situated for the purposes of the Green Belt. The attractions are already so manifest that the normal population figure of approximately five thousand persons rises in summer to some six thousand five hundred. It has long been a tourist and recreational centre of the Ottawa area and with a minimum of local improvement its usefulness in this regard could be greatly augmented. There are no industries.

In appearance, the immediate environs of the town have changed little since they were first viewed by Samuel Champlain on a calm June evening in 1613. The lakeshore is still fringed by tall pines which, although second growth, preserve the feeling of unspoiled wilderness. Memories of a pioneer past are preserved in street names and in the solid dignity of stone houses which include some of the finest examples of the type in the Ottawa Valley. Among historic buildings are the British Hotel, where the first town council met in 1847; the stone structure on the lakeshore known originally as "Symmes' Hotel" and operated by Charles Symmes, a nephew of Philemon Wright, the founder of Hull; and the original stone home of Aylmer's first mayor, John Egan, now the property of the Redemptorist Fathers. About these historic structures linger memories of the time when the Ottawa was the main thoroughfare into the wilderness, first for *coureurs de bois* and black-robed monks, later for immigrants taking off for the promised land of the Pontiac.

In 1832, with a bustling population of one thousand persons, Aylmer changed its name from Symmes' Landing. By 1847, when the town was incorporated, sawmills were going full blast and Aylmer was well on the way to becoming the leading commercial town in the area. In 1860, the Prince of Wales, later Edward VII, was entertained at the home of Mayor Egan. From this height of local pride, Aylmer gradually subsided until, by the turn of the century the victory quite definitely had gone to its old rivals Hull and Ottawa.

The march of events sometimes turns calamities to victories. The shifting of power and plenty to Hull and later Ottawa saw industry leave Aylmer for more profitable fields with the result that, today beautification of the town does not have to contend with the massive impediment of factories. Aylmer continues almost in its original and unspoiled state, a quiet spot beside the lake where the "native air is pure and sweet".

On the waterfront where once bark canoes left their imprint in the sand still stands the rough-hewn stone structure once known as "Symmes' Hotel", impervious alike to the winds of time and the whims of architectural fancy. Here where the rough shouts of the voyageurs echoed under the oaks, one can still gaze upon the magnificent vista of lake described by Champlain; and out beyond the stony point still see the feathery tips of the pines on Indian Island where the tribes came from miles around to bury their chiefs.

On this spot it has long been a project of the Aylmer Chamber of Commerce to establish a park. Some years ago, the frontage was acquired by the Town of Aylmer, extending 1,200 feet along the shore, ideally situated to become a public beauty spot for recreation and relaxation of tourist and native alike. Since the project would be outside the course of ordinary municipal expenditure and it would contribute materially to National Capital development in the area, in much the same way as Jacques Cartier Park in Val Tetreau, it is hoped that it will form a subject of early enquiry by the Federal

District Commission. It should be noted that the area was surveyed two years ago by the late J. M. Kitchen, Director of the National Capital Planning Services. Appended is a detailed description of the project prepared by Mr. J. Lawrence Morin for the Aylmer Chamber of Commerce.

Should there be any questions on that particular project, and on the appendix to this brief, Mr. Morin is with us this afternoon and he is ready to answer any questions. Also, as part of the brief are the recommendations which are resolutions approved at a general meeting of the Aylmer Chamber of Commerce held in the town hall on Monday April 9th. Shall I read them?

The PRESIDING CHAIRMAN: Yes.

The Witness:

RECOMMENDATIONS

(Resolutions approved at a general meeting of the Aylmer Chamber of Commerce held in the Town Hall on Monday April 9.)

1. Representation

That more adequate representation be accorded the municipalities upon the National Capital Planning bodies and that the Town of Aylmer be represented on any such body when dealing with matters which directly involve the Town of Aylmer.

2. Information

That the Federal District Commission expand its excellent information program to provide municipalities in the National Capital Area with specific information concerning their envisaged role in the Project — including booklets, photos, reports, maps and lectures.

3. Agreements

In any agreement between the municipality and the Federal District Commission the independence of the municipality be respected and maintained.

4. Survey

That the Federal District Commission be requested to survey the Town of Aylmer with a view to recommending specific proposals for beautification and improvement within the Town which would contribute materially to the development of the Town as an integral part of the National Capital Area.

5. Parkways

That the system of scenic parkways on the Quebec side of the river, including the new bridge from Britannia to Deschenes and the parkway from Val Tetreau to Kingsmere be extended to include the Town of Aylmer, by—

1. Immediate paving of the present gravel road along the Hull Electric Right of Way, from the Champlain Bridge to Aylmer.
2. That a Scenic Roadway, part of the FDC system, be constructed directly from Kingsmere to the Town of Aylmer.

6. Zoning

That the FDC make available to the Town of Aylmer the services of its zoning experts so that the work of zoning the Town in a comprehensive fashion may be completed in consultation with Town Planning authorities of the Province of Quebec.

7. Pollution

That the Federal District Commission continue its efforts to combat pollution of the Ottawa River. It is the opinion of this Chamber that pollution is a danger to health and life and a destructive factor in the attempt to preserve and improve the natural beauty of our waterways.

The appendix is a brief which was prepared some years ago by Mr. J. Lawrence Morin of the Chamber of Commerce of the town of Aylmer. It was submitted to the town of Aylmer, and we decided that we should include it in our brief. Some sections of it are no longer relevant. It must be considered in the light that it was prepared some years ago.

APPENDIX

(Description of Proposed Park Area)

HISTORY AND SITUATION

This ideal park area, situated on the waterfront of Aylmer facing Lake Deschenes, was reserved for this purpose some ten years ago by the Town Council at the request of the Aylmer Chamber of Commerce.

It extends from Harvey Street (at Filtration Plant) on the North boundary to Main Street (at old Aquatic Club) on the South, a distance of four town blocks, approximately 1,200 feet.

Two thirds or 800 feet of this proposed park beginning at Harvey Street is situated on the old Ritchie Mill property and it extends several hundred feet out into the lake and is surrounded by a boulder retaining wall and the inside area was all filled in at one time, and used by the Ritchie Bros. for piling lumber, etc. As it has not been in use for over a quarter of a century this retaining wall has collapsed, causing the high water to overflow the area and erosion has eaten away a large tract of the proposed park which would have to be filled in by ashes, etc.

The Southern part, approximately 400 feet, known as the Lindsay Dam is narrower and would not require any fill. It is used at present as a children's picnic and playgrounds. This would make an ideal swimming beach for children when properly cleaned and sanded.

Three fifths of the proposed park area are ready for levelling, and could be immediately made into a park; the only draw-back, and a costly venture, would be the construction of the retaining wall and filling of the watered area.

The construction of a cement wharf, to be built out from the centre of proposed park, would enhance the scenic beauty of such a park. An iron railing should be built on top of retaining wall for safety purposes.

The section, town's part of project, is part of the project which, as I said, was prepared ten years ago and must now be considered possibly out of date. I do not think that any purpose would be served by reading this part.

The Presiding CHAIRMAN: There is a recommendation on page 12 which is very interesting.

The WITNESS: This part would be relevant.

RECOMMENDATION IF PARK IS CONSTRUCTED

(1) As Aylmer is widely known for its large per capita enlistments of her sons during the two Great Wars, and as many of our boys have paid the supreme sacrifice to uphold our way of free-living, I would suggest that this park be dedicated to their memory and be called "*The Aylmer War Veterans Memorial Park*".

(2) That the Historic Sites Division of the Dominion Parks Branch, Ottawa, Department of Resources and Development be requested to erect a cairn showing that Samuel de Champlain on his first journey up the Ottawa—over three hundred years ago—passed by this locality and made mention of our great lake in his memoirs. He quotes:—"In the afternoon we came to a lake, five leagues in length, and two in breadth, with Isles full fair, whereon grow vines in plenty, with nut and divers other pleasant trees".

(3) A cairn could also be erected pointing out that the Canadian Martyrs, Jogues, Brébeuf, and Lallemand, passed by this lake on their way up to the Georgian Bay, via the Nipissing and French Rivers.

The Presiding CHAIRMAN: This is a very well-written brief.

I will call on Mr. Leduc.

Mr. LEDUC (*Gatineau*): Mr. Chairman, I would like to extend my congratulations to the chairman of the Chamber of Commerce of the town of Aylmer. It happens that the town of Aylmer is in my riding. I am very proud of the brief which has been submitted by this town today.

Mr. PHILPOTT: Hear, hear! It is a good brief.

Mr. LEDUC (*Gatineau*): As you know, the town of Aylmer is very well located and I believe that we should recommend that this park should be erected by the Federal District Commission. The Federal District Commission has already erected similar parks in Ottawa, playgrounds like Hog's Back. This is only about 7 miles out of Ottawa, the capital, 12 acres of beautiful beach and a nice playground area. Aylmer today is a well-off municipality, but there is no longer industry there; it is a residential town. I believe, as submitted by the brief, that this municipality cannot afford to maintain a park of that type. In Ottawa they are maintained by the Federal District Commission and I believe that the Federal District Commission should do the same thing in Aylmer.

I also believe that the suggestion that this park should be called the Aylmer War Veterans Memorial Park is a very good suggestion. At that time I can tell you—and it is very likely that some of you may not know—that I was the only French-Canadian member of the House of Commons, outside of the cabinet ministers, who voted for mobilization, and I voted for it because the people of my riding were enlisting. They deserved my support, and I was true to them and gave the support they needed. Per capita, in the province of Quebec, Aylmer had the largest enlistment in Canada in 1942. I believe that it would be a most wise decision to take to call this the Aylmer War Veterans Memorial Park.

I wish again to congratulate the chairman and all the members of the board for the very nice brief which they have presented to this committee.

The PRESIDING CHAIRMAN: Gentlemen, are there any further questions?

By Senator Aseltine:

Q. Where does Wychwood come in? I happen to own some lots out there.—A. Mr. Senator, I would be very happy to have you as a member of the Aylmer Chamber of Commerce. Wychwood is on the shore of the lake. It would be about half a mile directly south. It is actually part of the town of Aylmer.

Q. It is about half a mile south of this park?—A. Just about half a mile south of the park.

Mr. PHILPOTT: On a point of order, Mr. Chairman, I rule the senator out from voting on any recommendation.

By Senator Aseltine:

Q. There is one other point which I would like to bring up while I am speaking in respect to the land acquisition which is referred to on page 5. What suggestions do you have to make as to the method which should be employed, if any?—A. As you know, from sitting in on the sessions for the last several days, the problem of land acquisition has been a very touchy one in the operations arising out of the national capital plan. While there have not been any acquisitions, or expropriations, at least in the province of Quebec for

some time, the power I believe is there or is at least under consideration. The thing that came to our minds although there was considerable feeling and we had a recommendation to that effect put at our public meeting on May 9—was that due to the fact that there had not been any recent expropriation or acquisition of this type, we should withhold that recommendation and it has not been included in the brief. It had to do with the setting up of an appeal board to which the land owner who had been expropriated or who was not satisfied with the price offered to him, could direct his appeal. The appeal need not be to the Exchequer Court which would probably involve considerable cost and, possibly, considerable delay.

By Senator Aseltine:

Q. Have you considered arbitration?—A. The kind of appeal body we thought of might consist of a representative of the province concerned, whether Ontario or Quebec, a representative of the municipality concerned and a representative of the Federal District Commission. That was the sort of thing we had in mind. We withdrew that recommendation because, as I say, there have not been any expropriations recently.

By Mr. Weselak:

Q. Would you suggest that the decision of this appeal board should be final or would those concerned still have resort to the courts if they were not satisfied?—A. I doubt whether, constitutionally or legally it would be possible to make the decision of this court final. I think an individual would still be able to go to the Exchequer Court if he wished to do so.

Q. The same thing would apply to the commission?—A. Yes, but it might serve a purpose in bringing about speedy settlements where there was not too much disparity.

The CHAIRMAN: Are there any other questions? If not I think we should thank Mr. Van Dusen for having come here today with Mr. Guertin and Mr. Morin who are members of the Chamber of Commerce of Aylmer.

Is it the wish of the committee to hear from the town of Aylmer? If so I will call on Alderman J. Robert Proulx, who will read the brief presented by the town of Aylmer. I draw your attention to the fact that we are fortunate in having with us today Mr. Lortie, the mayor of the town of Aylmer, and also Mr. Dubé an alderman of that town. Mr. Proulx is also an alderman for the town of Aylmer. I will now ask him to read through the brief.

Senator ASELTINE: Is there very much difference between this brief and the one that has just been read?

Mr. Robert Proulx, Alderman for the town of Aylmer, called.

The WITNESS: Yes, senator. This is quite to the point; the other brief was more concerned with historical details. The two briefs can be correlated, but this one would have to be read to be appreciated.

The town of Aylmer has as its mayor Mr. Telesphore G. Lortie. The aldermen are: John Cross, Arthur Croteau, J. Dube, Victor Lavigne, Charles W. Nickel and J. Robert Proulx. Mrs. Thomas E. Ritchie is the secretary-treasurer.

Mr. Chairman, honourable senators and members of the committee, the Town of Aylmer, Quebec, one of the municipalities within the National Capital Area, is situated on the north shore of Lake Deschenes, about seven miles west and north of Ottawa on Highway No. 8. The population of approximately five thousand persons rises to six thousand five hundred in the summer season.

The Town is on the edge of the Federal District Commission Green Belt and is conceived in the National Capital Plan as a residential and recreational area. The town, by the favoured nature of its surroundings and its unspoiled environment, is amply suited to that role. The Municipal Council is thus interested in forwarding the National Capital Plan as it applies to the Town of Aylmer and is prepared to take whatever measures lie within its power to co-operate with both federal and provincial authorities to that end.

Position of the Municipalities

Being one of the municipalities within the National Capital Area, the Town of Aylmer is naturally concerned with the representation accorded to the municipalities upon the various agencies entrusted with carrying out the Plan. According to Federal District Commission By-Law No. 28, which created the National Capital Planning Committee, the County of Gatineau, Quebec, is eligible to representation on that committee. Yet in the list of committee members included in Section 1 of the Federal District Commission's brief to this Joint Committee, there is no Gatineau County representative listed. We urge that the vacancy be speedily filled, and also that consideration be given to more direct representation by the municipalities in the National Capital Area upon this important advisory body. In view of the repeated assertions by the Federal District Commission regarding the absolute necessity of cooperation from the municipalities, it is suggested that more adequate representation would secure more wholehearted cooperation.

"Advance of Need Projects"

Naturally, any municipality within the National Capital Area will have a very positive interest in the policy of the Federal District Commission regarding assistance for "advance of need" projects. We understand that such projects are appraised in relation to their contribution to implementation of the Master Plan. We trust that the appraisal will have enough elasticity, so that those municipalities which are prepared to cooperate in building a National Capital worthy of all Canadians will find no impediment placed in their way.

In the case of the Town of Aylmer, it must be obvious that extraordinary responsibilities will devolve upon this, the largest "fringe" municipality upon the North Shore. Located in the midst of open country ideally suited to Green Belt purposes, on the edge of a magnificent body of water and within easy access of Gatineau Park and the Federal District Commission system of drives and parkways, this municipality must be considered an integral part of the National Capital development north and west of Ottawa.

From this rather special position evolve certain considerations:

1. Probable loss of tax revenue from zoning industries out of the area.
2. Increased demand for municipal services arising from increased housing needs resulting from population being squeezed out of the Green Belt area.
3. Increased demand for development of facilities for recreation and relaxation.

In view of these factors, the town of Aylmer is prepared to invite the Federal District Commission to make a survey of "advance of need" improvements to be required in the town of Aylmer in order to further national capital development.

Even before such a survey, certain projects present themselves to mind: for example:

1. The projected park and bathing beach suggested in the Brief of the Aylmer Chamber of Commerce. Such a development would, in our estimation, be directly in line with powers described in the Federal District Commission Act, to "cooperate with any local municipality in the improvement and beautifying of the same or vicinity thereof by the development, maintenance or improvement of public parks", etc. Such a riverside park in the Town of Aylmer would contribute to implementation of the National Capital Plan in much the same manner as Jacques Cartier Park in Hull and would provide an excellent swimming and bathing area within easy access of the FDC system of scenic drives and parkways.

2. The filtration plant in the Town of Aylmer is now forty years old and in need of modernization. When the Green Belt of the National Capital Plan becomes a fact, an inevitable result will be the flowing of residential population into areas adjoining but not subject to the restrictions of the Green Belt. One of the most likely areas is the Town of Aylmer. A steady influx of population over a period of a few years, occasioned directly by pressure of the Green Belt policy should be considered as a direct result of implementation of the National Capital Plan and therefore the services required to meet this need should now be included in the FDC "Advance of need" category.

3. In case of national disaster, the Town of Aylmer has all the requirements for a Civil Defence "collection area" for dispersed population of the metropolitan area.

4. In view of its splendid natural endowments and the desirability of linking the Town directly into the system of scenic drives, it is urged that consideration be given to a driveway direct from Kingsmere to Aylmer, connecting with the parkways system at the proposed bridge from Deschenes to Britannia.

Such a drive would link the Gatineau Park area directly with the magnificent Pontiac County and also would make available to visitors in the area, the facilities of the Town.

IMMEDIATE NEEDS

Zoning

The Town of Aylmer feels that industrial, commercial, residential and recreational areas each have their rôle in the National Capital development, on the municipal as well as the federal level. We agree with the Federal District Commission on the importance of comprehensive zoning.

In 1949 Aylmer approved a Zoning-Building Bylaw. However, it is felt that certain anomalies continue to exist which might well form the subject of further study. It would also be advantageous to correlate zoning in Aylmer with zoning in the adjoining municipalities, which are largely rural. The Town of Aylmer feels that the assistance of FDC experts would be valuable. The Town of Aylmer wishes to take advantage of the Commission's offer to provide funds, to further this study.

Pollution

The Town of Aylmer is seriously concerned about pollution of the Ottawa River. The Town is prepared to cooperate with the FDC and other municipalities in the area to alleviate the pollution evil.

Mosquito Control

The Town of Aylmer is aware of the protests of other municipalities in the National Capital Area against the decision of the Federal District Commission to abdicate from mosquito control.

In view of the fact that the Federal contribution to the campaign of containment in 1954 amounted to approximately seventy-five per cent, a withdrawal by the FDC is tantamount to discontinuance of the campaign.

The containment campaign has been waged for some twenty-eight years, on the face of it with some success, for it would seem that the mosquito nuisances in the Capital Area has considerably diminished within living memory. This has been due in part to the spreading out of the metropolitan area, like a great sponge drying up the marshy areas of the mosquito breeding grounds. However, some credit must be accredited to the campaign. The question, then is—how far is the FDC justified in waving away the mosquito nuisance as “properly a municipal responsibility”?

As the holder of vast areas particularly suited to mosquito breeding, such as Gatineau Park with its system of lakes and fells and the system of parkways within the City of Ottawa, it must be granted that the FDC has a certain degree of responsibility.

In Aylmer, the sinuous shoreline of Lake Deschenes is conducive to the breeding of a certain type of small mosquito native to the area. In early summer, after the local variety has faded away, frequently there occurs an onset by a larger, more pugnacious type which comes down in waves from the Gatineau Hills, particularly the area of the Federal Park. The conclusion is inescapable that these are Federal mosquitos, and, as such, should be subject to Federal control. We suggest, therefore, that the FDC continue to accept responsibility for the mosquitos which throng the Federal parks, etc.

RECOMMENDATIONS

THE TOWN OF AYLMER, THEREFORE MAKES THE FOLLOWING SPECIFIC RECOMMENDATIONS:

1. That the Town of Aylmer, recognized as a residential and recreational area in the National Capital Area Plan, be provided with the assistance necessary to complete such “advance of need” projects as will enable it to play its full part within the Plan.
2. That municipal representation be expanded within the advisory bodies of the Federal District Commission to take in the Town of Aylmer and other municipalities involved in the implementation of the National Capital Plan in order to secure more wholehearted cooperation from the municipalities.
3. That every effort be made by the Federal District Commission and the municipalities concerned to evolve a positive and effective program to combat the deadly nuisance of Ottawa River pollution.
4. That continued attention be given the need of recreational and bathing areas in the National Capital Area.
5. That the Federal District Commission continue a program of mosquito control and containment at least within its own areas.
6. That the Town of Aylmer be linked with the FDC system of scenic parkways by a direct route from Kingsmere to the Town of Aylmer.
7. That the riverside driveway from the foot of the proposed bridge at Deschenes be extended to the Town of Aylmer.

Mr. LEDUC (*Gatineau*): May I again express my congratulations to Mr. Mayor of Aylmer and Mr. Proulx for the nice brief presented. I can say with pride that if all the municipalities in the national capital area understood their role in the way the town of Aylmer understands it, nobody ever would speak of a federal district area. With good cooperation, good understanding and a good body of intelligent men at the head of any municipality we can realize

our dreams and the dreams of Mr. Greber to establish a real capital worthy of this country. I again congratulate the town of Aylmer on their 100 per cent contribution to this national capital plan.

By Mr. Mang:

Q. As one coming from the so-called raw prairies out in western Canada, in Saskatchewan, I have been very much enthused with the tenor of this brief and I seem to sense that it is compiled not so much by a committee sitting for two or three hours working it out, but by some one individual of great imagination and very large perspective who must have done this writing. I wonder if we could have the name of the person who was responsible for the compilation of this brief?—A. Yes, I might say it is a joint effort on the part of my good friend Tom Van Dusen and myself.

By Senator Reid:

Q. Are you really serious about the federal mosquitos being more pugnacious?—A. That was put in to make this a little more humorous.

By Senator Aseltine:

Q. Referring to No. 7 in the recommendations:

That the riverside driveway from the foot of the proposed bridge at Deschenes be extended to the town of Aylmer.

Is that the road mentioned in the other brief?—A. Yes.

Senator ASELTINE: It is now a gravel highway along the side of the old street railway.

Mr. LEDUC (*Gatineau*): There is another one more scenic.

Senator ASELTINE: Closer to the river?

Mr. LEDUC (*Gatineau*): Yes.

The CHAIRMAN: Perhaps Mr. McDonald could show it on the map.

Senator ASELTINE: I would like to see it, because the other road goes right by my property.

Mr. CARON: Will we have to accept your resignation, so?

Mr. McDONALD: This chart 25 indicates the parks and parkway proposals of the Federal District Commission. The bridge referred to is the Deschenes-Britannia bridge located at the western limits of the parkway from Champlain bridge along the Ottawa riverfront. The recommendation is the extension from this point to the town of Aylmer.

Senator REID: Does that bridge come out close to Britannia?

Mr. McDONALD: Yes, the Ontario bridgehead would be at Britannia. At the present time, there are alternative uses—one using the former Hull electric right of way as shown, and this road is shown now being developed by the provincial highway people, the right of way having been leased to them for a period by the owner.

Mr. CARON: For what period is it leased?

Mr. McDONALD: It is an indefinite lease.

Mr. CARON: Which can be cancelled at any time?

Mr. McDONALD: Yes.

Senator ASELTINE: Is that road still a gravel road?

Mr. McDONALD: It is, and this is a point I would like to make. If it is a Federal District Commission parkway or driveway it is not open to all types of traffic, whereas if it is a provincial one it is open to all types of traffic.

Senator LAMBERT: Where is Wychwood?

Mr. McDONALD: Wychwood is located approximately half a mile south of the main centre of Aylmer at this point, a little more than midway between Aylmer and Deschenes.

Mr. PHILPOTT: Where is the proposed bathing beach mentioned in one of the briefs?

Mr. McDONALD: Subject to correction, I believe it is located just at the end of the main street.

By Mr. Philpott:

Q. About that proposed beach, we heard last week from the doctor from the board of health about the degree of pollution from the Ottawa river. Is that degree of pollution too great now to make that beach a practical proposition until the pollution is stopped?—A. Not at that point.

Mr. LEDUC (*Gatineau*): The pollution is from Aylmer down.

Senator ASELTINE: Could you point out on the map the route to which I was referring, from the end of the island bridge, the Champlain bridge?

Mr. McDONALD: The Champlain bridge is located at this point on the map and the route of the Hull Electric Railway is where I put the pointer, to the centre.

Senator ASELTINE: And this other road that you referred to?

Mr. McDONALD: The existing Aylmer road is at that location.

Senator ASELTINE: And then the one along the river?

Mr. McDONALD: There has been some consideration of a parkway road somewhere following the river.

Senator ASELTINE: I see.

The CHAIRMAN: Any other questions to Mr. McDonald?

Mr. CARON: Is that new proposed road far away from that old Hull Electric Railway? Would that close the old electric railway road?

Mr. LORTIE: It is over on that road.

Mr. McDONALD: I would think that if the scenic road went in it would not be on the right of way of the Hull Electric Railway, because you would get this problem of having the traffic route to commercial vehicles. having the traffic route to commercial vehicles.

Mr. CARON: Is there room for another road?

Mr. McDONALD: Oh, yes.

Mr. CARON: Between the river and the road?

Mr. McDONALD: Yes.

By Mr. Caron:

Q. There is one other question in regard to section No. 1. You state there that the town of Aylmer recognizes the residential and recreational regions in the national capital plan, and have to be provided with the assistance necessary to complete such advance of need projects. What are they?—A. Alderman J. Robert PROULX: Our advance of needs projects will be the result of the squeezing out of the population from the Greenbelt areas, and into areas that are on the fringe, like Aylmer. We will have to accommodate them with housing facilities and the necessary installation of sewer and water, as a result of housing needs. We already have a thousand-home project on

the outskirts of Aylmer. They are going to make a demand on the municipality. They are not actually in the municipality at the present time, but they are considering annexation, probably, and things like that.

Q. What is the necessary assistance, what do you mean by that?—A. We want the Federal District Commission to make a survey. Actually small towns like Aylmer have not paid engineers, and we believe the Federal District Commission could make the survey.

Q. You need the help of the Federal District Commission?—A. The technical assistance.

Q. The technical assistance?—A. Yes, to tell us what we need so that we will not build an area in the town of Aylmer that will conflict with the Federal District Commission.

Q. You have a zoning plan?—A. We have a zoning plan, yes, but it needs certain amendments, probably.

Q. Every five years.—A. It serves the greatest number of people right now; but there are a certain number that are not actually served.

Q. Up to now have you asked for assistance?—A. No, we have not, sir. We have asked informally in this brief that we wish to—

Q. I would advise you to ask formally, and the Commission, I think, would be quite willing to come in and give you the assistance any time you need it.

Senator REID: Your request is certainly very reasonable. The most reasonable request we have heard is your request today.

Senator ASELTINE: I think we can recommend it.

The CHAIRMAN: Pardon me. Senator Gershaw has a question.

By the Co-Chairman (Senator Gershaw):

Q. With regard to recommendation No. 3, Mr. Proulx, we all, of course, realize the importance of a sewage disposal plant, but could you tell us from your own experience any serious or unpleasant results of pollution at the present time in that area?—A. Not for Aylmer particularly, because Aylmer seems to be the most northerly town on the Ottawa river where pollution would be starting. At a place like Deschenes, there may be some danger of pollution; but we would be ready to co-operate. We realize that if you do not get co-operation from us and every place down the line you will not get very far with pollution.

Mr. LEDUC (*Gatineau*): You have seen all the sewage in the Ottawa river, and you are willing to co-operate?

By Mr. Caron:

Q. You are just helping the city of Ottawa.—A. That is right.

By Senator Aseltine:

Q. Do you run raw sewage into the river now?—A. That is right, sir.

Q. It is not treated?—A. No. I might say we have a filtration plant. We do have filtered water.

By Senator Reid:

Q. Do you carry it far into the river, or just to the river bank? Many cities and towns are compelled to take it far out into the river, or into the sea, as the case may be. I was wondering if there was such a plan in effect in Aylmer.—A. We are not as far out as we would like, probably, but it is more or less beyond our means right now to make a survey of the needs that would be there. That is one of the things that the F.D.C. could tell us, and instruct us upon. We do not want to be spending a lot of the taxpayer's money foolishly.

By Mr. Caron:

Q. How far do you go out into the river now?—A. I would say 150-200 feet at one point.

By Senator Lambert:

Q. You would be glad to have a sewage disposal plant established if you could make financial arrangements?—A. Definitely.

By Mr. Gour:

Q. It strikes me that you should be prepared to go along with the F.D.C. on other plans too. Do you know that they received a very small amount of help from your municipality in the expense of that mosquito plan?—A. Yes, sir.

Q. You know that?—A. That is true.

Q. Are you prepared to try to get an understanding with some of those municipalities around to try and do better than they used to do?—A. I might say, sir, that the metropolitan council has asked us to contribute our share of \$50. At the last meeting we voted the \$50 and we are ready to co-operate to the fullest extent.

Q. \$50 will not go very far in killing mosquitoes because they are not all federal autonomy mosquitoes, they are more provincial than federal.

After passing those remarks I wish to say that I do not want to defend the federal board. They are able to defend themselves. I have no blame to give. The Federal District Commission is not accepting the blame with regard to mosquitoes. They have done more than their share up to now.

If you will get together with your municipality, I will try to get my own municipality and my own riding to contribute more; it would be more fair.

Your municipality is one that says it is ready, and you ask to change an elephant for a rabbit, because that is what happens. They all want an elephant for a rabbit, and that cannot be done with the Federal District Commission. I hope you will try to give your municipality that idea. The F.D.C. will be ready to go ahead on a reasonable margin of expense, and I think this thing should be continued. If we quit on that question, I do not think it would be a good thing for anybody.

The CHAIRMAN: We wish to thank Mr. Proulx and Mr. Lortie for coming before this committee today.

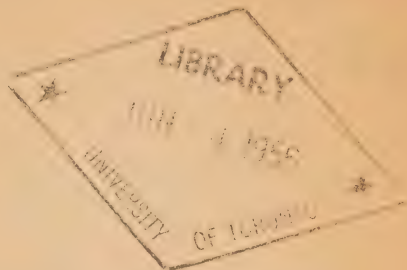
I wish to report that our next meeting will be on the 17th, and we will be hearing from the city of Hull and L'Union des Chambres de Commerce de l'ouest du Québec.

I wish to direct your attention to a project that we have for the 22nd, Tuesday the 22nd of May, to visit Walkley road where the proposed railway terminal is located. We will have a bus leaving here around 10.30. After making that visit we will come back to the Country Club where we will be accommodated for lunch.

The committee adjourned.

Doc. Canada, Federal District Commission,
Joint Committee of the Senate and the House
of Commons on the,
THIRD SESSION—TWENTY-SECOND PARLIAMENT

1956



Joint Committee of the Senate and the House of Commons
on the

FEDERAL DISTRICT COMMISSION

Joint Chairmen:—The Honourable Senator F. W. Gershaw
and
Mr. Armand Dumas, M.P.

MINUTES OF PROCEEDINGS AND EVIDENCE

No. 8

THURSDAY, MAY 17, 1956

WITNESS:

His Worship Mayor Thomas Moncion, of Hull, Que.

EDMOND CLOUTIER, C.M.G., O.A., D.S.P.
QUEEN'S PRINTER AND CONTROLLER OF STATIONERY
OTTAWA, 1956.

MEMBERSHIP OF THE COMMITTEE FROM THE SENATE

Honourable Senator F. W. Gershaw, *Joint Chairman*,

and Honourable Senators

Aseltine, W. M.

Cameron, Donald

Connolly, J. J. (*Ottawa West*)

Connolly, H. J. (*Halifax*)

Dessureault, J. M.

Lambert, Norman P.

Reid, Thomas

MEMBERSHIP OF THE COMMITTEE FROM THE HOUSE OF COMMONS

Mr. Armand Dumas, *Joint Chairman*,

Aitken, Margaret (Miss),

and Messrs.

Blair, W. G.

Buchanan, W.

Caron, A.

Fraser, Alan (*St. John's East*)

Ellis, Claude

Gour, J. O. (*Russell*)

Hansell, E. G.

Harkness, D. S.

Houck, W. L.

Leduc, R. (*Gatineau*)

Mang, H. P.

McIlraith, G. J.

Nowlan, G.

Philpott, E.

Richard, J. T. (*Ottawa East*)

Robichaud, H. J.

Weselak, A. B.

Antoine Chassé,
Clerk of the Committee.

MINUTES OF PROCEEDINGS

The Senate, Room 368.

THURSDAY, May 17, 1956.

The Joint Committee of the Senate and the House of Commons, appointed to review and report upon the progress and programs of the Federal District Commission in developing and implementing the Plan for the National Capital met at 10.30 o'clock a.m. Mr. Dumas, Joint Chairman, presided.

Present:

The Senate: Honourable Senators Connolly (*Ottawa West*), Dessureault, Gershaw (Joint Chairman), Lambert, and Reid.

The House of Commons: Miss Aitken and Messrs. Blair, Caron, Dumas, Gour (*Russell*), Hansell, Harkness, Leduc (*Gatineau*), Mang, McIlraith, Philpott, Richard (*Ottawa East*), Robichaud, Weselak.

In attendance: from the City of Hull, His Worship, Mayor Thomas Moncion; H. Leon Leblanc, City Clerk; Roy Fournier, Legal Adviser; Bernard Clairoux, Treasurer; Laurent Thauvette, Chief Engineer; René Roger, Assessor; Adeodat Lambert, Building Inspector; Adrien Robert, Director of Police Department; from the office of the Privy Council, Mr. H. J. Hodder; from the Federal District Commission, Mrs. Cora C. Casselman, B.A., Edmonton, Alberta, Mr. J. W. Sanderson, Prince Albert, Saskatchewan, Commissioners; Messrs. Alan K. Hay, M.E.I.C., General Manager; H. R. Cram, M.E.I.C., Assistant General Manager; J. Edouard Handy, Secretary; D. L. McDonald, M.T.P.I.C., C.S.L.A., Director of Planning, Walter Bowker, Director of Information, and Marcel Couture, Chief Accountant.

The Committee took into consideration a brief submitted by the City of Hull.

The presiding Chairman introduced to the Committee the delegation of the City of Hull.

His Worship, Mayor Moncion, was called. He presented the brief in French and was questioned thereon. During the witness' examination conducted in both English and French, he was assisted in turn by Messrs. Leblanc, Fournier, Clairoux, Thauvette, Roger, Lambert and Robert.

The following documents were tabled by the witness:

Report from Gore & Storrie on "City of Hull Water Works System".

By-law No. 537 concerning the operation of gravel and sand pits within the city of Hull limits.

By-law No. 606 concerning the zoning Commission of the City of Hull.

By-law No. 607 of the City of Hull concerning sub-division of lots.

Report by Mr. Norman W. Wilson, Consulting Engineer, concerning City Planning—Urban Transportation in the City of Hull.

Report by Mr. J. A. Lalonde, of February, 1948.

Report by Messrs. Lalonde, Girouard and Letendre to the City of Hull, concerning the water supply.

By-law No. 578 of the City of Hull amending By-law No. 597.

By-law No. 579 of the City of Hull amending By-law No. 596.

JOINT COMMITTEE

These documents were ordered kept for reference in the offices of the Committees Branch.

At 1.45 o'clock p.m., the questioning, conducted in both English and French, continuing, the Committee took recess.

AFTERNOON SITTING

HOUSE OF COMMONS, Room 118.

The Committee met at 3:30 o'clock p.m. Mr. Dumas, Joint Chairman, presided.

Present:

The Senate: Honourable Senators Aseltine, Connolly (*Ottawa West*), Dessureault, Gershaw (Joint Chairman), Lambert and Reid.

The House of Commons: Messrs. Blair, Caron, Dumas, Gour (*Russell*), Hansell, Houck, Leduc (*Gatineau*), Mang, Philpott, Richard (*Ottawa East*).

In attendance: The same persons as those who are listed as in attendance at the morning sitting with, in addition, Major-General Howard Kennedy, C.B.E., M.C., M.E.I.C., F.E., Chairman, Federal District Commission.

The Committee resumed from the morning sitting the adjourned examination of His Worship, Mayor Thomas Moncion, who again was assisted by the same city officials as were previously mentioned. The proceedings, again, were conducted in both English and French.

At the conclusion of Mr. Moncion's examination the Chairman, on behalf of the Committee, thanked his Worship Mayor Moncion and the city officials in attendance for their beneficial contribution.

The presiding Chairman informed the members that the Committee would, on Tuesday, May 22nd, proceed on an inspection tour of the Wakley Road railway projects.

It was agreed that the Committee would, at a later date, hear representations from the Hull Chamber of Commerce.

At 4:45 o'clock p.m., the Committee adjourned to the call of the Chair.

Antoine Chassé,
Clerk of the Committee.

EVIDENCE

THURSDAY, May 17, 1956,
10.00 a.m.

The co-président au fauteuil (*Mr. Dumas*)

Sénateur Gershaw, messieurs les membres du Comité, nous avons maintenant un quorum et nous avons devant nous, pour étude, un important mémoire qui a été préparé par les autorités de la cité de Hull. Le conseil de la ville est représenté ce matin par Son Honneur le Maire Thomas Moncion, qui est accompagné des officiers suivants:

M. H. Léon Leblanc, greffier de la Cité,
Me Roy Fournier, conseiller juridique de la Cité.
M. Bernard Clairoux, trésorier,
M. Laurent Thauvette, ingénieur,
M. René Roger, évaluateur,
M. Adéodat Lambert, inspecteur des bâtisses,
M. Adrien Robert, directeur du Service de la Police.

Encore une fois, je désire attirer l'attention de tous ceux qui veulent bien venir témoigner devant ce comité conjoint du Sénat et de la Chambre des communes sur le fait que nous avons le ferme désir de procéder dans le meilleur esprit de collaboration possible. Notre seul but est de contribuer à la mise à exécution d'un plan d'aménagement de la capitale nationale qui fera l'orgueil de la nation canadienne. Dans l'élaboration d'un tel plan, plusieurs partenaires sont concernés. Nous voulons les entendre et nous sommes convaincus qu'ils nous apporteront une aide précieuse à la préparation du rapport que nous devons rédiger à la fin de ces assises.

Maintenant, voici la procédure que nous suivrons ce matin: Nous avons des sténographes français et anglais, M. le maire Moncion va lire le mémoire en français, et ceux qui voudront lui poser des questions seront les bienvenus. Nous avons un interprète qui pourra faire un résumé de ce qui a été dit en français, pour le bénéfice de ceux qui ne comprennent pas le français. De cette manière, je suis d'avis que nous n'aurons pas de difficulté. De plus, je demande à ceux qui se proposent de poser des questions en français à Son Honneur le Maire Moncion de bien vouloir préparer leurs questions un peu d'avance et les poser toutes à la suite, afin que les minutes du comité ne soient pas trop enchevêtrées.

This morning we have before us for consideration a brief which is being presented by the authorities of the city of Hull.

The council is represented here this morning by His Worship Mayor Moncion, and he is accompanied by the following officials:

H. Leon LeBlanc, City Clerk;
Roy Fournier, Legal Adviser;
Bernard Clairoux, Treasurer;
Laurent Thauvette, Chief Engineer;
René Roger, Assessor;
Adeodat Lambert, Building Inspector;
Adrien Robert, Director of Police Department.

I wish to repeat that we are here to try to do a good job and that we are counting on the cooperation of all who are appearing before this committee. The procedure this morning will be as follows: we have reporters who will take down the French version, and we also have English reporters. We have an interpreter who will summarize what has been said in French for the benefit of those who do not understand French, and I think that if we proceed this way we will not have any trouble.

I have asked those who wish to put questions in French to prepare their questions in order that we shall not have to deal, possibly with a question in English followed by a question in French and so forth. I think that in this way we could have an orderly meeting. I wish to make it clear that we are very happy this morning to welcome mayor Thomas Moncion, together with his officials who will be appearing before this committee.

The clerk tells me everybody has a copy in English of the brief. If any member does not have a copy we will be pleased to supply one.

Mr. CARON: I think, furthermore, that mayor Moncion will be willing to answer in English any questions which may be asked in English.

The Presiding CHAIRMAN: Oh yes. I want to make it clear that Mr. Moncion is perfectly bilingual and that he will be willing to answer in English any questions put to him in English.

Now I will ask Mr. Moncion to read his brief.

Le co-président M. DUMAS: Maintenant, je demande à Son Honneur le Maire Thomas Moncion de bien vouloir nous lire le mémoire de la cité de Hull.

Mr. Thomas Moncion, Mayor of Hull, called:

Son. Hon. le Maire THOMAS MONCION: Honorables sénateurs, messieurs les députés, veuillez croire que je vais être aussi bref que possible et que nous vous sommes très reconnaissants de nous fournir l'occasion de vous présenter ce mémoire. Conséquemment, je le ferai aussi rapidement que possible.

Au début de mes remarques, permettez-moi d'attirer l'attention de votre Comité sur certaines réalisations de la Commission du district fédéral dans la cité de Hull.

Depuis quelques années, la Commission du district fédéral a aménagé, sur les bords de la rivière Ottawa, un parc qui s'étend du pont interprovincial jusqu'à la rivière Gatineau. Le parc Jacques-Cartier donne une magnifique vue sur la colline parlementaire et la démolition des maisons qui s'y trouvaient autrefois a certainement fait beaucoup pour améliorer ce secteur de la ville, surtout si l'on se rappelle qu'il y a quelques années ce terrain était, en plus, parsemé de réservoirs de gazoline.

La Commission du district fédéral a aussi, dans notre ville, aménagé d'autres parcs de moindre envergure, soit les parcs Fontaine, Ste-Marie et Brébœuf, qui aident à rehausser l'apparence des quartiers Laurier, Frontenac et Tétreault.

La Commission a de plus, par la construction de deux nouveaux "parkways", soit le "parkway" de la Gatineau et le "parkway" du lac des Fées, apporté un développement spécial à un autre secteur de notre ville qui, autrefois, n'avait pas été développé à sa pleine valeur, étant données les dépenses multiples que ce développement nécessitait.

L'élimination récente des voies de tramways sur le pont des Chaudières ainsi que la construction d'une seconde travée servant à la circulation sur ce même pont ont certainement amélioré l'apparence de l'endroit ainsi que la circulation transpontine.

Je suis heureux de faire ces remarques justifiées à l'adresse de la Commission du district fédéral au nom de la population de Hull et de son conseil.

Je dois cependant ajouter que nous apprécions grandement l'occasion qui nous est offerte aujourd'hui de soumettre à votre Comité certaines prétentions que nous essayons de faire valoir depuis un certain temps et qui, nous l'espérons, recevront votre approbation.

Nous avons remarqué, en particulier, que la représentation de la ville de Hull ainsi que de la région québécoise est inadéquate au sein des organismes de la Commission du district fédéral et que, pour cette raison, certains projets de première importance n'ont pas encore été réalisés, soit la construction d'un nouveau pont, le prolongement du boulevard Montclair, alors que d'autres projets de moindre importance, à nos yeux, ont déjà été réalisés, tel le projet de la rue Sussex et le projet de la rue Carling, en voie d'exécution. Nous avons aussi remarqué la participation de la Commission du district fédéral à certains projets de la ville d'Ottawa par des subventions, alors que la ville de Hull n'a pas reçu de telles subventions à la suite de l'élaboration de certains projets du même genre.

Représentants de la cité et de la région

(A) A la Commission du district fédéral.

La cité de Hull considère que sa représentation, ainsi que celle de la région métropolitaine de l'ouest de la province de Québec, n'est pas suffisante au sein de la Commission du district fédéral.

La ville d'Ottawa à elle seule possède 8 représentants devant la Commission, soit:

Major Gen. H. Kennedy, M.C., C.B.E., President of F.D.C.

MM. Charles Camsell, C.M.G., LL.D., F.R.S.C., Ottawa,

J. A. Ewart, B.A., Sc., M.R.A., I.C., Ottawa,

Colonel J. D. Fraser, V.D., Ottawa,

Lawrence Freiman, B.A., Ottawa,

A. J. Major, LL.D., Ottawa,

R. E. Valin, M.D. C.M., F.R.C.S. (C), F.A.C.S., Ottawa,

Son Honneur la Mairesse, M^{lle} Charlotte Whitton, C.B.E., M.A.,

D.C.L., LL.D.

D'un autre côté, la ville de Hull n'a que deux représentants, soit M^{me} Gaston Fontaine et le maire de Hull.

Étant donné que les problèmes relatifs à la capitale nationale affectent au même degré la ville de Hull que la ville d'Ottawa, il y aurait certainement avantage, en vue de l'élaboration efficace des projets de la Commission, et en vue d'établir une certaine proportion dans la représentation d'ajouter deux autres membres représentant la ville de Hull.

De plus, nous remarquons que les municipalités de l'ouest de la province ne sont aucunement représentées à la Commission du district fédéral, et considérant que les deux tiers du territoire de la capitale nationale se trouvent situés du côté de la province de Québec, il y aurait certainement lieu de nommer un représentant du Conseil Métropolitain de l'ouest du Québec, membre de la Commission.

J'attire aussi l'attention du Comité sur la question de substitut au cas d'absence. Jusqu'à date, comme Maire de la cité je me suis fait un devoir d'assister à toutes les réunions de la Commission; cependant j'envisage facilement qu'il est impossible pour une personne d'être présente à toutes ces réunions, et il serait très utile qu'un représentant puisse se faire remplacer à l'occasion, au cas de nécessité.

B) Au Comité d'aménagement

Le règlement 28 de la Commission du district fédéral, reproduit comme appendice 1 du rapport, indique que les membres du comité d'Aménagement seront les suivants:—

- Le ministre des Travaux publics
- Le président de la Commission du district fédéral
- 2 représentants de la ville d'Ottawa
- 1 représentant de la ville de Hull
- 2 représentants du E.I.C.
- 2 représentants du R.A.I.
- 1 représentant du comté de Gatineau
- 1 représentant du comté de Carleton
- 6 autres.

soit un total de 17 membres.

Nous remarquons cependant qu'il n'y a actuellement que 11 membres nommés et qu'il existe 6 vacances. Sur ce point, nous insistons fortement pour que les vacances soient remplies dans le plus bref délai. J'ai déjà proposé à la Commission l'admission du président du Conseil Métropolitain; cependant aucune décision n'a été prise et je réitère qu'il serait à l'avantage de la Commission que celui-ci soit nommé, étant donné qu'il est en quelque sorte le porte parole de 15 municipalités québécoises qui adhèrent à ce Conseil.

De plus, notre représentation par un seul membre est nettement insuffisante. Nous n'avons pas d'objection à ce que la représentation d'Ottawa soit augmentée, en autant que Hull ait 3 représentants à cet organisme.

De plus, la capitale nationale se trouve à englober plusieurs municipalités du comté de Pontiac, et, à l'avenir, si les frontières sont agrandies, elle englobera des municipalités du comté de Papineau. Il serait donc utile, en conséquence, que des représentants de ces comtés siègent au comité d'Aménagement, étant donné que les décisions prises par ce comité affectent ces différents comtés.

Les mêmes remarques faites précédemment relativement à la nomination de substituts s'appliquent pour les membres du comité d'Aménagement.

Intégration politique

La cité de Hull considère qu'il est nécessaire d'avoir pour la capitale nationale des plans d'embellissement ainsi que des projets d'urbanisme, cependant elle s'oppose de nouveau aujourd'hui à toutes demandes qui pourraient être faites relativement à l'intégration politique de son territoire. Elle est à juste titre fière du système administratif établi et bien que dans certaines circonstances il arrive que les municipalités aient certaines difficultés à s'administrer, elle considère que ce fait est de beaucoup contre-balancé par la participation étroite et active des différents groupes de la population dans cette administration. Les citoyens de Hull en particulier sont orgueilleux de leur système municipal et ils ne veulent à aucun prix abandonner l'autonomie qui leur a été adjugée, et, comme maire, j'en profite pour réitérer les sentiments de la population qui s'oppose fortement à toute intégration politique ou changement dans le régime administratif de la capitale nationale.

Je me permets de lire ici une motion qui a été adoptée lors d'une séance régulière du conseil de la cité de Hull, tenue le 1^{er} mai 1956, et qui se lit:

"A une assemblée régulière du conseil de la cité de Hull, tenue le 1^{er} mai 1956, la résolution ci-dessous a été adoptée:—

IL EST RESOLU que le conseil de la corporation de la cité de Hull s'oppose et s'opposera fermement à toutes mesures pouvant porter atteinte à son autonomie dans les domaines municipal, scolaire et provincial, et ce dans le cadre de la Commission du district fédéral.

Ce conseil réitère son désir de coopération avec la Commission du district fédéral pour le bien-être, l'embellissement et l'avancement de notre ville en autant que tous ses droits seront sauvegardés et que copie de cette résolution soit transmise à l'honorable premier ministre M. Louis St-Laurent, au député du comté de Hull, M. Alexis Caron, au président du la Commission du district fédéral, la Major-Général Howard Kennedy, au président du comité conjoint de la Chambre des communes et du Sénat de la Commission du district fédéral, M. A. Dumas"

Certifié vrai extrait du livre des délibérations du conseil de la cité de Hull."

Pont Interprovincial

Dans le rapport de la Commission du district fédéral, si la question d'un nouveau pont entre Ottawa et Hull est soulevée, elle est néanmoins trop brièvement traitée: "Rapport P. 55. Il y est mentionné en effet qu'en raison de l'encombrement croissant, dû au volume de circulation entre les deux villes, la construction de *nouveaux ponts* est présentement à l'étude mais aucune priorité n'en a encore fixé l'ordre d'urgence. Par ailleurs, en page 93 du Rapport sous le titre des projets devant être réalisés conjointement dans les dix prochaines années, on retrouve aux alinéas 5 et 6, les items suivants:

5—Nouveau pont sur la rivière Ottawa.

6—Amélioration des approches du pont interprovincial.

Si les deux villes de Hull et Ottawa appuyées par une opinion publique unanime souscrivent entièrement à la construction d'un nouveau pont, nous désirons toutefois préciser notre position sur cette question.

Nous estimons en effet qu'une priorité de première urgence doit être accordée à la construction d'un nouveau pont entre Ottawa et Hull, en dépit des améliorations qui sont sur le point d'être faites aux approches du pont interprovincial du côté de Hull.

Conséquemment, nous demandons qu'une priorité absolue (top priority) soit accordée à l'étude de cette question et que les mesures appropriées soient prises pour en arriver à une solution rapide et efficace.

Nous portons à l'attention de la Commission, "Le mémoire sur l'urgence d'un nouveau pont sur la rivière Ottawa", mémoire préparé il y a un mois par la Chambre de commerce de Hull en collaboration avec les associations locales et soumis récemment au conseil de ville de Hull. Ce mémoire souligne l'intérêt que suscite cette question auprès des résidents et des commerçants de notre ville et nous tenons nous-mêmes à en préciser l'importance autant des points de vue du trafic interurbain et des transports publics que de celui du tourisme. Toute décision rapide sur cette question sera hautement appréciée des populations des deux villes. (Le Mémoire de la Chambre de Commerce est reproduit comme annexe "A").

The following organizations of Hull and district have given their support to this memorandum. I will read their names in English:

The Chamber of Commerce of Hull; the Junior Chamber of Commerce; the Association of Retail Merchants; the Association of Licensed Grocers; the Knights of Columbus; the Union of Chambers of Commerce of Western Quebec; the Richelieu Club of Ottawa-Hull; the Rotary Club of Hull; the Lions Club of Hull; the Federation of St. John the Baptist and the Hull Canadian Legion.

By Senator Connelly:

Q. Before His Worship continues I wonder if someone might indicate on the map where Boulevard Montclair is?—A. I can show you right away if you like. There is Boulevard Montclair and the proposed road is to go just across

to the Montreal island. The Printing Bureau is just there. So that would facilitate circulation for all the employees, and all the circulation that goes on through Hull to Gatineau and elsewhere.

Q. That is the new road?—A. This is the new road that is to be built, yes.

Q. East of the Printing Bureau?—A. I would say more to the north.

Q. And south of the cement works?—A. South, yes. You are right.

Q. In other words it goes from St. Joseph's boulevard—A. That is already built up to this point. St. Joseph's is here.

Q. That is Brewery Creek, and it goes to the Montreal road?—A. It would go right through to Montreal road.

Senator CONNELLY: Thank you.

M. Moncion:

Boulevard Montclair

Au projet d'un pont sur la crique de la brasserie à Hull, tel que prévu par la Commission du district fédéral, (Rapport p. 93, item n° 7) se rattache le projet d'extension de la rue Reboul jusqu'au boulevard Montclair. Cette opération portée au plan d'aménagement permettra le décongestionnement du boulevard Sacré-Cœur et assurera une meilleure liaison entre les parties est et ouest de la cité et le chemin de Chelsea.

La liaison Reboul-Montclair pourrait très bien s'effectuer en même temps que le pont projeté sur la crique de la brasserie et simultanément aux opérations de nivellement prévues le long de la crique. Ce programme d'ensemble embellirait les approches de la nouvelle Imprimerie Nationale et favoriserait la revalorisation des propriétés de ce quartier.

Conséquemment, le conseil de ville souscrit sans restriction à la mise en œuvre de ce projet et le considère de première importance dans la réalisation des travaux à effectuer dans un avenir rapproché.

Filtre

Des expropriations considérables ont été réalisées à Hull en marge du programme d'aménagement de la capitale et, de ce fait, la ville de Hull a dû effectuer des opérations coûteuses de voirie, d'aqueduc et d'égout sur des terrains qu'elle a dû récupérer pour fins industrielles ou résidentielles. Une première annexion lui a permis d'étendre partiellement ses limites, mais de nouvelles procédures sont en cours en vue d'annexer le territoire additionnel, indispensable à son développement démographique et économique.

En prévision de cet accroissement, la réparation du système actuel d'aqueduc et la construction d'un filtre retient depuis plusieurs années l'attention du conseil municipal, mais ce projet a dû être retardé en raison des difficultés financières qu'il implique. Conséquemment, la cité de Hull serait heureuse de pouvoir profiter de l'appui financier que sa situation et son rôle, au cœur de l'agglomération outaouaise, l'autorisent à solliciter auprès du gouvernement fédéral.

Plus que toute autre municipalité, la cité de Hull a manifesté, en effet, des preuves extrêmement tangibles de sa coopération avec les autorités fédérales dans la réalisation du plan Gréber.

En demandant l'aide du gouvernement fédéral, la ville de Hull se prévaut d'un privilège qui a été accordé en maintes circonstances à la ville d'Ottawa, dans des opérations d'utilité publique, à titre de "prévision de besoins" ou sur une base de "projets conjoints" conformes au plan d'aménagement, et désignés comme tels aux termes du rapport de la Commission, page 35, ainsi qu'à la page 78 "pollution des eaux". . . .

Conséquemment, en vue d'assurer le développement rationnel de son territoire, en conformité avec le plan d'ensemble, la ville de Hull requiert l'appui financier du gouvernement fédéral pour la construction d'un filtre.

La justification de cette demande repose autant sur les mesures urgentes à prendre en matière de sanitation publique que sur l'impérieuse nécessité d'assurer le service des terrains nouvellement développés et aussi sur la nécessité de garantir le service *des territoires annexables dans un avenir prochain*. Voici une carte qui indique les territoires dont il est question; vous pourrez y référer si vous le désirez.

Que ce projet se réalise sur la base d'un "joint project" ou sur celle d'un "advance of deed, municipal waterworks project", il répond en tous points à un ordre d'urgence d'utilité publique pour la population hulloise. En outre, en s'incorporant parfaitement au programme d'ensemble, préconisé sur le plan Gréber, il offre des garanties rationnelles d'expansion et permet de prévenir la croissance désordonnée des quartiers périphériques.

Allocation de terrain

Les différentes expropriations et prises de possession de terrain dans les limites de notre ville, par le gouvernement fédéral, ont produit une situation précaire qui empêche nettement le développement de la cité, étant donné qu'il n'existe plus de terrain disponible dans nos limites, pour la construction de résidences ou pour les industries.

Le tableau ci-dessous donne une idée générale de la situation:

Superficie totale de la cité

	Acres	Acres
a) Terre utilisable	2,995·624	
Annexion	111	
		3,106·624
b) Eau—Intérieure	182·682	
Rivière	808·569	
		991·251
Total		4,097·875

Superficie appartenant au gouvernement fédéral

Département des Travaux publics	370·661	
Commission du district fédéral—		
Terre	734·129	
Eau	77·170	
Total		1,181·960

Une carte de la cité, que je produis comme annexe "C", indique en vert les terrains de la Commission du district fédéral,—ces deux cartes que vous voyez en arrière,—et en rouge ceux appartenant au département des Travaux publics.

Les annexes "D" et "E" du présent mémoire donnent respectivement certains détails sur les propriétés du département des Travaux publics et de la Commission du district fédéral.

Les chiffres présentés démontrent que plus du quart de la ville est la propriété du gouvernement fédéral, et en conséquence, la ville a dû acheter des terrains pour sites industriels et, en plus, annexer certains territoires pour l'habitation. Cependant, elle considère qu'il serait juste que des terrains lui soient transférés lorsqu'elle désire établir, à certains endroits, des institutions non commerciales. De plus, ceci entrerait dans les cadres des plans de la Commission du district fédéral, tel que mentionné à la page 71 du rapport:

B—The Greenbelt will maintain sites which in the future can be used by federal buildings or institutions requiring large areas.

A date, nous avons reçu des demandes suivantes:

1—L'Institut des Sœurs Ste-Jeanne d'Arc qui désire établir un foyer pour jeunes filles ainsi qu'un cours commercial et une maison de repos. Nous croyons qu'une partie du terrain près de l'école Reboul devrait être mise à la disposition de cette institution.

2—La Commission scolaire catholique de Hull est à la recherche d'un terrain pour la construction d'un "High School" dans Hull.

May I add here that the provincial government is willing to supply the money if we can find the ground on which to build that school.

3. Les révérendes sœurs Ste-Croix qui enseignent dans nos écoles n'ont aucune résidence et recherchent un site favorable.

4. Le terrain de jeux situé sur le boulevard Sacré-Cœur aurait besoin d'être agrandi.

Nous prévoyons de plus que, dans un avenir prochain, il y aura lieu d'obtenir du terrain pour les institutions suivantes:

1. L'établissement d'un foyer pour personnes âgées ou souffrant de maladies chroniques.

2. Une école pour jeunes arriérés.

3. Un collège industriel pour garçons. Il est à remarquer que l'orphelinat Ste-Thérèse de Hull ne les garde que jusqu'à l'âge de 6 ans et l'orphelinat St-Joseph d'Ottawa jusqu'à l'âge de 12 ans.

De plus, nous croyons que le territoire de la capitale nationale devrait contenir le terrain pour les institutions suivantes:

1. Une école d'agriculture avec ferme modèle qui serait un attrait touristique en même temps.

2. Une institution pour maladies mentales qui desservirait l'ouest de la province de Québec, car actuellement ces patients sont logés parfois dans la prison de Hull.

Améliorations locales

Les expropriations de terrains faites dans la cité de Hull ainsi que les achats de terrains par le gouvernement fédéral ont créé certains problèmes d'ordre financier à la ville de Hull.

En 1942, les services d'égout, d'aqueduc, de pavage et de trottoirs étaient complètement faits dans la partie de la ville située à l'est du ruisseau de la brasserie.

Quant à l'ouest du ruisseau, nos services d'eau et d'aqueduc s'étendaient jusqu'à la rue Richelieu, à l'ouest, et Gamelin au nord, et il n'y avait à peine de construction au delà de cette frontière.

Quant au pavage et aux trottoirs, ces services s'étendaient jusqu'à Berri, à l'ouest, et Gamelin au nord. Ces faits précisent que les parties expropriées ou achetées par le gouvernement étaient, dans leur ensemble, sauf en ce qui a trait au développement du lac des Fées, étaient déjà desservies par tous les services municipaux d'égout, d'aqueduc, de pavage et de trottoirs.

Les expropriations et achats de terrains faits à l'intérieur de la cité ont forcé le déménagement de plusieurs gros commerces ainsi que 120 édifices commerciaux ou domiciliaires, et ceci en plus d'enlever à la cité des terrains vacants munis de services et qui auraient pu être développés sans dépenses additionnelles pour améliorations locales.

En conséquence des expropriations et achats de terrain, la ville de Hull s'est vue dans l'obligation de fournir les améliorations locales aux extrémités

de la ville à des terrains non précédemment desservis par ces services afin de permettre la relocation des personnes et des industries expropriées ainsi que pour permettre le développement normal de la cité. Je puis affirmer que sans les expropriations faites, nous aurions pu, pendant encore plusieurs années, nous développer normalement sans nous voir dans l'obligation de grever notre budget avec des dépenses additionnelles pour des améliorations locales.

Notre territoire étant ainsi restreint, nous avons développé la partie ouest de la ville en étendant nos services jusqu'aux rues Maurice et St-Raymond. Par la suite, n'ayant plus de territoires disponibles, nous avons dû annexer environ 110 acres au nord-ouest de la ville et y étendre nos services.

En examinant les différents emprunts faits par la cité pour étendre nos services, nous avons constaté que les améliorations locales rendues obligatoires par les expropriations de terrains ainsi que celles faites avant le temps prévu par la ville se chiffrent à la somme de \$6,993,389.00.

Un tableau explicatif est produit comme annexe "B", et de plus, un plan indique dans ses grandes lignes les endroits de la cité où les nouveaux services ont été installés. Vous aurez accès au plan si vous le désirez.

Il y a quelques instants, je mentionnais que les expropriations ont rendu obligatoire l'établissement de nouveaux services. J'attire en particulier votre attention sur le déménagement de l'hôpital du Sacré-Cœur, la relocation de la firme Pilon Ltée et l'annexion de territoires dont le coût, à Hull, à lui seul se chiffre à \$997,000.00, réclamation qui, je le crois, est indiscutable.

Quant aux autres dépenses pour améliorations locales, nous pouvons certainement dire qu'une partie de celles-ci ont été rendues nécessaires par le déplacement des personnes ainsi que l'absence de territoires desservis, l'autre partie des dépenses a certainement été faite avant le temps prévu par la cité.

Nous considérons que les dépenses mentionnées à l'annexe "B" ressemblent grandement aux dépenses qui ont été subventionnées en partie par la Commission du district fédéral, tel qu'il appert à la page 42 du mémoire présenté par elle.

Nous insistons en conséquence auprès du Comité pour qu'une partie du coût des dépenses occasionnées par les expropriations soit subventionnée par la Commission du district fédéral.

Ces subventions pourraient être versées sous la forme d'octroi initial ou encore par le paiement de certaines annuités.

La ville d'Ottawa a bénéficié ou bénéficiera, suivant le tableau produit, d'une subvention s'élevant à \$2,796,857.00 pour des projets d'égout et d'aqueduc dont le coût total est estimé à la somme de \$9,631,000.00. En conséquence, l'octroi représente plus de 29 p. 100 du coût estimé, et, sur cette même base, la ville de Hull devrait recevoir pour les travaux qu'elle a faits, une somme d'environ \$2,000,000.00 (représentant 29 p. 100 du coût total). Nous profitons de l'occasion pour demander à votre Comité qu'il recommande qu'une telle subvention soit versée à la cité de Hull.

Nous remarquons, de plus, que la Commission du district fédéral ne paie aucune taxe sur les terrains qu'elle occupe dans notre ville. Cependant, nous croyons qu'il serait juste et raisonnable qu'elle paie à l'avenir le coût des améliorations locales en bordure de leurs propriétés, étant donné que l'installation de ces services coûte à la ville le même prix, mais d'un autre côté, elle ne peut les charger qu'aux propriétaires riverains d'un seul côté de la rue où ces services sont installés.

De plus, nous croyons que la Commission du district fédéral devrait payer pour le service d'eau et d'éclairage.

Résumant mes remarques relatives aux subventions, la ville de Hull se croit justifiée de réclamer:

A) *Quant au passé*

Une somme de \$2,000,000.00 représentant 29 p. 100 des dépenses rendues nécessaires pour la relocation des personnes et industries expropriées ainsi que les améliorations locales qui ont dû être faites plus rapidement qu'elles ne l'auraient été si le territoire de la cité était demeuré intact.

B) *Quant à l'avenir*

Que la Commission du district fédéral paie les taxes d'améliorations locales ainsi que le coût des services d'eau et d'éclairage pour les terrains qu'elle occupe.

Édifices fédéraux, circulation et stationnement

Avant la construction de l'édifice de l'Imprimerie Nationale, tous les édifices du gouvernement fédéral étaient localisés dans la ville d'Ottawa. Depuis cette date, on a décidé de décentraliser les départements et même d'établir certains départements en dehors des limites de la capitale nationale.

Cependant, nous retrouvons quand même la majorité des départements situés dans la ville d'Ottawa, ce qui cause, en particulier, des problèmes de circulation. Vu qu'une grande partie de la population de Hull travaille au gouvernement, la circulation se fait en un seul sens. Si, au contraire, plus de départements étaient situés dans la ville de Hull, il y aurait un échange dans la circulation, ce qui servirait grandement à améliorer la situation.

La ville de Hull, qui autrefois était une ville essentiellement ouvrière, change graduellement de caractère, et à cause de sa situation géographique, est destinée de plus en plus à contenir une population dont les occupations seront des occupations gouvernementales.

A cause de ces circonstances et des changements opérés et afin de rendre les conditions un peu plus uniformes des deux côtés de la rivière Outaouais, il y aurait avantage à ce que d'autres édifices fédéraux soient construits dans la cité de Hull sur des terrains qui appartiennent déjà au gouvernement.

La ville de Hull a, à multiples reprises, demandé la construction d'édifices gouvernementaux dans ses limites, et elle profite de l'occasion pour réitérer ses demandes.

Sur le problème de la construction d'édifices fédéraux il y aurait avantage à ce que la Commission du district fédéral, qui a charge de voir au développement de la capitale, consulte plus souvent les autorités municipales dans l'élaboration de leurs projets. Actuellement, la construction du nouveau bureau de poste, dans la ville de Hull, apportera nécessairement un problème de circulation. Ce problème évident pour les autorités municipales aurait pu être évité lorsque l'élaboration des plans a été faite pour cette construction.

May I add here that this new post office will contain more than 300 Postal Boxes—the unemployment insurance, the customs office—and the way it is located there will be about 20 spaces for parking, which is barely 25 per cent of what is absolutely needed. I do insist that, if this project had been more thoroughly studied with the local authorities, certainly this big problem for the future could have been, if not completely avoided, certainly minimized to a large extent.

Les rapports sur le stationnement, relativement à cette nouvelle construction, suivant enquête faite par le département de Police, indiquent que les espaces disponibles sur les rues avoisinant cet édifice seront à peine suffisants pour remplir 25 p. 100 de la demande de stationnement qui sera créée lorsque cet édifice sera occupé.

Hôtels

Afin de faire profiter la population des beautés naturelles du parc de la Gatineau, et afin de développer cette région comme centre de réunion pour toutes sortes de congrès, ainsi que pour développer les sports d'hiver, il y aurait avantage à ce que des hôtels soient construits dans certains endroits sur le parc de la Gatineau, et il y aurait probablement lieu de demander au comité parlementaire de permettre à la Commission du district fédéral d'ériger ces hôtels et de les faire administrer par des groupements indépendants tout en conservant un certain "contrôle" qui serait probablement pour la bonne tenue de ces endroits.

Expropriation

Dans ses recommandations contenues à la page 95, paragraphe "E", la Commission demande qu'un amendement soit apporté à la loi sur la Commission du district fédéral afin d'ajouter le pouvoir suivant:

Power to expropriate real property for parks or any other purpose specified in the FDC Act, without first having to obtain the refusal of the owners.

Cette demande doit être analysée spécialement parce que le pouvoir demandé empiète sur le droit de propriété des individus.

Au point de vue expropriation, les différentes lois qui accordent le pouvoir sont rédigées dans un texte précis, étant donné que leur interprétation doit être limitative de ce qui y est mentionné. La demande de la Commission, sur ce point, ne précise aucunement dans quel but les expropriations doivent être faites. Il semble cependant que l'intention de la Commission soit d'obtenir des pouvoirs en vue d'exproprier des terrains devant servir à la construction de routes. S'il s'agit là du but unique de la Commission, il y aurait certainement lieu de l'indiquer clairement, car si un pouvoir général d'expropriation était accordé à la Commission, ce pouvoir aurait plus d'étendue que le pouvoir accordé à certains ministres relativement aux expropriations du gouvernement fédéral.

En plus, certaines lois qui accordent le droit d'exproprier requièrent une approbation préalable, soit par "ordre en Conseil" ou l'approbation d'une autre autorité. Il y aurait peut-être lieu encore, sur ce point, d'imposer certaines formalités à l'octroi de ce pouvoir extraordinaire.

La ville de Hull s'oppose généralement à tous pouvoirs extraordinaires accordés qui empiètent sur le droit de propriété et la liberté des individus. D'un autre côté, elle admet que dans certaines circonstances, l'expropriation est le seul moyen pour en arriver à certaines fins, et analysant la demande qui est faite par la Commission du district fédéral, à la lumière de ces principes, elle recommande:

- A) Que le droit à l'expropriation soit limité à certains ouvrages particuliers. N.B.—Pour construction de routes.
- B) Que ce droit soit sujet à une approbation préalable par "ordre en Conseil".

Pour ce qui est d'expropriations dont le but unique serait la création de parcs, nous croyons que votre Comité devrait assujettir ce pouvoir à un certain "contrôle" de la part des municipalités concernées.

Achat et vente de terrains

Un autre pouvoir demandé à votre Comité, par la Commission du district fédéral et sur lequel je désire attirer votre attention, est le suivant: (page 95, paragraphe "F")

Power to acquire and hold excess real property for sale, upon enhancement in value following the carrying out of a project of development.

Ce pouvoir requis par la Commission possède une étendue considérable et nous fait craindre certaines conséquences possibles à la suite de son octroi.

Règle générale, je ne crois pas que les membres de votre Comité approuvent que la Commission du district fédéral deviennent en quelque sorte agent d'immobilier. Si tel était le cas, nous aurions raison de craindre que certaines influences soient exercées dans le but de compléter des transactions avantageuses pour des intérêts particuliers.

De plus, il n'existerait aucune limite à l'expansion du territoire de la Commission, ce qui enlèverait une partie de l'autonomie municipale si la CDF établissait des restrictions sur ces terrains dans les contrats de vente.

La province de Québec a permis récemment l'expropriation de lisières additionnelles de terrain longeant la rue Dorchester (Montréal) afin de permettre l'augmentation en valeur des terrains riverains; cependant, des limites ont été déterminées relativement à l'espace qui pourrait être exproprié. Dans le cas présent, il y aurait peut-être lieu d'établir qu'une certaine lisière de terrain peut être acquise, longeant les routes de la Commission du district fédéral en vue de la mise en valeur de ces terrains, et préciser son étendue.

De plus, nous considérons que la revente de ces terrains devrait être assujettie à certaines conditions, soit:

- A) Que le prix de vente soit celui du marché à l'époque de la revente.
- B) Que la municipalité ait priorité d'achat.
- C) Dans les cas où la municipalité ne désirerait pas racheter, que son consentement soit requis avant la conclusion d'une vente à un tiers.

Plan déterminé

En conclusion, permettez-moi de vous faire remarquer que depuis l'approbation du plan Gréber par le gouvernement fédéral, le projet d'aménagement de la capitale a été révisé et modifié en raison de certains facteurs primordiaux (en particulier question ferroviaire et routière), qui sont exposés dans le rapport de la Commission du district fédéral.

Ces changements commandés par des considérations d'ordre général demeurent inconnus ou imprécis sur de nombreux points et les autorités dirigeantes souhaiteraient en prendre connaissance afin de pouvoir y apporter toute l'attention qu'ils méritent. C'est pourquoi dans un but d'information, la ville de Hull suggère que soit communiquée aux autorités municipales de Hull ainsi qu'au Conseil Métropolitain régional, *une copie révisée du plan d'aménagement*.

Cette mise au point des projets antérieurs informera les autorités des diverses modifications qui ont été apportées au plan d'ensemble original et permettra aux corps consultatifs de prendre les mesures appropriées en vue de favoriser le développement du projet suivant la meilleure ligne de conduite.

Coopération de la cité

Permettez-moi ici de faire remarquer à votre Comité que la ville de Hull a coopéré de multiples façons dans l'élaboration du plan de la capitale nationale.

Nous avons été heureux, comme nos prédécesseurs, d'offrir cette coopération dans l'intérêt commun et pour en arriver au développement rationnel de la capitale nationale. Dans certains cas, cette coopération ainsi que les projets que nous avons élaborés en marge de la capitale nationale nous ont occasionné des dépenses.

Je tiens à souligner certains faits que les membres de votre Comité ignorent peut-être mais qui peuvent certainement être considérés comme une aide que nous avons apportée au développement de la capitale nationale:

A) En 1947, la ville de Hull faisait préparer, par la firme Gore & Storey un relevé de notre système d'égout et d'queduc et lui faisait préparer un plan d'expansion au coût de \$1,841.96.

B) De 1947 à 1955, la ville, à l'aide de ses employés, préparait des plans relativement au réseau actuel d'eau et d'aqueduc ainsi qu'à la grosseur des tuyaux, afin d'établir s'il y avait des anomalies dans ses réseaux et voir si ceux-ci étaient suffisants pour les développements futurs.

A la suite de ces relevés, certaines canalisations principales ont été refaites afin de permettre un meilleur égouttement. Ces relevés ont coûté à la ville \$10,112.

C) De 1947 à 1955, la ville engageait des arpenteurs afin de refaire en entier le cadastre des différents quartiers. Ce cadastre devait corriger certaines irrégularités quant aux terrains des particuliers, et permettre un numérotage plus facile, et aider dans les recherches au bureau d'enregistrement. De plus, les subdivisions non bâties ont été délimitées de façon à éviter des constructions trop rapprochées en vue de servir à l'embellissement de la ville. Ce nouveau cadastre a coûté à la ville \$20,141.75.

D) En 1953, devant les difficultés pressantes de la circulation dans la ville, celle-ci faisait préparer au coût de \$1,000, un relevé complet de la circulation dans la ville de Hull, et par la suite, en appliquant certaines recommandations du rapport, elle faisait installer dans la ville des signaux lumineux à certains endroits au coût de \$34,784.27.

E) En 1953, encore la ville de Hull, voyant ses frontières restreintes, s'adressa au gouvernement de Québec afin d'obtenir l'annexion d'un certain territoire de Hull-Sud, ce qui a été refusé à cause des représentations des personnes concernées.

F) En 1954 et 1955, les autorités de la ville de Hull se mettaient à l'œuvre en vue de refaire en entier le règlement de construction et de zonage adopté en 1936, qui, à cause des circonstances, ne servait plus au besoin de la ville et ne prévoyait pas les développements requis par la Commission du district fédéral.

En décembre 1955, le ministre des Affaires municipales approuvait en définitive les nouveaux règlements de construction et de zonage de la ville de Hull.

En février 1956, la ville de Hull adoptait un règlement établissant une commission d'urbanisme pour la cité de Hull. Ce règlement avait été rendu possible par un amendement à la Charte de la cité apporté au cours de la dernière session. La préparation de ce règlement a coûté à la ville \$8,400.

G) En février 1956, la cité de Hull adoptait un règlement relativement à la subdivision de lots dans la cité, règlement qui avait encore été rendu possible par un amendement à la Charte apporté lors de la dernière session.

H) En 1953, la cité de Hull, dans le but de conserver l'apparence de son territoire, adoptait un règlement empêchant l'ouverture de nouvelles carrières, "sablières" et "gravières" dans ses limites.

I) En 1953, la cité de Hull achetait, au coût de \$3,000, à environ 5 milles des limites de la cité, une ferme dans l'intention d'y installer un dépotoir public; malheureusement, les autorités de Hull-Sud ont empêché la ville de donner suite à ce projet, mais nous espérons que dans un court délai, nous pourrions déménager le dépotoir municipal et permettre la mise en valeur des terrains faisant face au cimetière et, par ce fait, empêcher les odeurs qui traversent la rivière.

May I point out here that we have had discussions with South Hull and the surrounding municipalities to unite their efforts and to locate in one spot only where our advisers and engineers regard it as most appropriate to serve South Hull, Aylmer, Deschenes and Hull. My hope is that we will get to work.

J) Il y a quelques mois, à la suite de longs préparatifs, la ville adoptait un règlement d'emprunt pour une somme de \$300,000 pour la construction d'un arena. La construction de cet édifice a pour but principal d'enrayer jusqu'à un certain point la délinquance juvénile et de servir au développement des sports dans la région.

K) En février 1956, la ville recevait de la Maison Lalonde, Girouard et Letendre, un rapport relativement à la construction d'un filtre. Pour ce rapport, la ville a payé une somme de \$3,000 et s'est engagée à payer la somme de \$97,500 pour la préparation des plans et devis complets relativement à la construction d'une usine de filtration et des réservoirs nécessaires.

En vue de compléter mes remarques relatives à la coopération de la ville, permettez-moi de produire les documents suivants:—

- 1—Rapport Gore & Storey.
- 2—Rapport J. A. Lalonde re: aqueduc.
- 3—Rapport Norman D. Wilson re: circulation.
- 4—Règlement de zonage.
- 5—Règlement de construction.
- 6—Règlement créant la Commission d'urbanisme.
- 7—Règlement relatif à la subdivision de lots.
- 8—Règlement concernant les "gravières" et "sablières".
- 9—Le rapport Lalonde re: filtre.

Nous avons fait préparer de plus, à votre intention, un plan indiquant le zonage de la cité, que je produis.

Le coût des différentes expertises qui ont été faites pour le bénéfice de la cité se trouve à bénéficier à la Commission du district fédéral, et sur ce point, nous avons remarqué à l'appendice 4 du Rapport de la Commission du district fédéral, que celle-ci a payé certains montants à des villes ou municipalités pour des relevés sur la circulation ainsi que pour le zonage.

Je crois donc qu'il serait opportun que votre Comité recommande le paiement de certaines expertises qui ont été faites et dont le tableau est annexé au présent mémoire sous la lettre "F".

Recommandations

Résumant quelque peu les remarques qui ont été faites, la cité de Hull recommande en particulier les choses suivantes:

- 1—Que deux autres membres représentant la ville de Hull soient nommés à la Commission du district fédéral.
- 2—Qu'un représentant du Conseil Métropolitain soit nommé membre de la Commission du district fédéral.
- 3—Que les cadres du comité d'Aménagement soient complétés dans le plus bref délai.
- 4—Que la cité de Hull ait trois représentants au comité d'Aménagement.
- 5—Qu'un membre du Conseil Métropolitain soit nommé au comité d'Aménagement.
- 6—Qu'un représentant des comtés de Gatineau, Pontiac et Papineau soit nommé au comité d'Aménagement, c'est-à-dire un représentant pour chaque comté.
- 7—Que les représentants aient droit à des substituts.
- 8—Elle s'oppose à toute intégration politique.
- 9—Elle demande l'attention immédiate sur les deux projets suivants:
 - a) Nouveau pont
 - b) Boulevard Montclair
- 10—Elle demande le remboursement d'une partie des dépenses d'améliorations locales faites avant le temps prévu, par la ville, et occasionnées par le développement de la capitale nationale, suivant le tableau annexé comme exhibit "B".

- 11—Elle demande l'aide gouvernementale pour la réhabilitation des services d'eau et d'aqueduc.
- 12—Elle demande que des terrains soient transférés à la ville pour des institutions publiques.
- 13—Elle demande que de nouveaux édifices fédéraux soient construits sur des terrains déjà expropriés.
- 14—Elle s'oppose à la demande de la Commission du district fédéral relativement à certains pouvoirs, et recommande que ceux-ci soient modifiés et restreints relativement à:
 - a) Expropriation.
 - b) Achat et vente de terrains.
- 15—Elle demande une coopération plus étroite avec les autorités municipales.
- 16—Elle demande le remboursement de certaines dépenses faites pour des expertises suivant le tableau "F".
- 17—Elle demande, en plus, que les autobus du Transport Urbain de Hull aient la permission d'établir des services du genre "sight-seeing" sur les routes de la Commission du district fédéral dans les deux provinces.

Je tiens à vous remercier, monsieur le président ainsi que tous les membres du Comité, de m'avoir permis de faire ici un bref exposé de certains de nos projets ainsi que de m'avoir permis de faire valoir publiquement certaines de nos revendications.

Le tout respectueusement soumis,

THOMAS MONCION,
Maire de la Cité de Hull.

ANNEXE "A"

M É M O I R E

DE LA CHAMBRE DE COMMERCE DE HULL SUR LA NÉCESSITÉ D'UN NOUVEAU PONT (Février 1956)

La raison de ce Mémoire

Ce mémoire a été préparé par la Chambre de Commerce de Hull, de concert avec les principales associations locales, dans le but d'appuyer le Conseil municipal de la Cité de Hull dans ses démarches en vue d'obtenir la construction prochaine d'un nouveau pont sur l'Outaouais, entre Hull et Ottawa. Il veut démontrer que cet important projet, dont la réalisation est attendue avec impatience par toute la population, répond à un besoin urgent et impérieux.

Ce mémoire fait suite à une réunion de toutes les associations locales, qui a eu lieu dans la grande salle de l'hôtel de ville de Hull, le 29 septembre 1955. Cette réunion avait été convoquée par la Chambre de Commerce de Hull, à la demande d'un nombre appréciable de citoyens, dans le but de rallier tous les efforts autour des autorités municipales pour obtenir la construction du nouveau pont.

Une vingtaine de groupements de Hull et de la région étaient représentés à cette réunion. On remarquait notamment des représentants des associations suivantes:

- La Chambre de Commerce de Hull
- La Chambre de Commerce des Jeunes
- L'Association des Marchands détaillants
- L'Association des Épiciers licenciés

Les Chevaliers des Colomb de Hull
 L'Union des Chambres de Commerce de l'Ouest de la Province
 de Québec
 Le Club Richelieu Ottawa-Hull
 Le Club Rotary de Hull
 Le Club lions de Hull
 La Fédération des S. Saint-Jean-Baptiste
 La Légion Canadienne de Hull

Étaient également présents des représentants des organismes suivants:

La Sûreté municipale de Hull
 Le comité municipal de circulation
 Le Transport Urbain de Hull
 La Chambre de Commerce française d'Ottawa.

Ainsi que les journaux locaux:

Le Droit
The Ottawa Journal
The Citizen
 Le Progrès de Hull

Et le poste radiophonique local:

C.K.C.H.—Hull.

A l'issue de cette réunion, deux résolutions ont été adoptées à l'unanimité par tous les représentants présents:

Que la Chambre de Commerce de Hull coordonne le travail des différents organismes énumérés plus haut en vue de la préparation d'un mémoire commun qui sera soumis au Conseil de ville de Hull et de là, aux autorités compétentes, dans le but d'obtenir la construction immédiate d'un nouveau pont sur l'Outaouais, entre Hull et Ottawa.

Qu'à la suite des démarches en cours de la part du premier magistrat de Hull, les associations représentées ici ce soir sont unanimement d'accord pour reconnaître le besoin pressant d'un pont, surtout pour l'amélioration de la circulation des deux côtés de la rivière Outaouais. Il est résolu à l'unanimité de seconder les efforts du maire de Hull en faisant parvenir copie de la présente résolution aux autorités fédérales et aux autorités provinciales de Québec et d'Ontario, d'ici à ce qu'on puisse leur soumettre un mémoire complet exposant l'urgence d'un nouveau pont.

Le présent mémoire veut donc exposer quelques-unes des raisons qui ont incité les autorités de la ville de Hull et les associations locales à demander avec instance la construction d'un nouveau pont sur l'Outaouais.

La situation actuelle

Pour situer un peu la question, mentionnons que les villes de Hull, dans le Québec, et d'Ottawa, en Ontario, sont actuellement reliées par deux ponts, dont la construction remonte à plusieurs années. Il s'agit du pont Alexandra (communément appelé "Interprovincial") et du pont des Chaudières.

Un troisième pont, le pont Champlain, enjambe l'Outaouais, reliant l'Ouest d'Ottawa à la route n° 8, à quelques milles des limites de la ville de Hull. Pour toutes fins pratiques, cependant, on ne peut pas dire que ce pont constitue un lien entre les deux villes et qu'il absorbe une part appréciable de la circulation entre Hull et Ottawa.

Il reste donc—si on se base sur les statistiques—que le pont Interprovincial sert actuellement de lien principal entre les deux villes. Ce pont a été construit en 1900 pour permettre un raccordement ferroviaire et il est demeuré un pont de chemins de fer, comme sa structure le démontre. La partie centrale

où se trouvent les voies ferrées est flanquée de chaque côté d'une étroite passerelle permettant la circulation des véhicules à sens unique.

Signalons que le pont Interprovincial était probablement suffisant, lors de sa construction, pour la circulation lente et légère des voitures à chevaux et autres véhicules maintenant désuets, mais que 56 ans plus tard, il peut difficilement absorber le flot ininterrompu de nos véhicules modernes. On trouvera plus bas quelques statistiques à cet effet.

Le pont des Chaudières est dans une situation similaire, car il n'a rien de commun avec nos ponts modernes, larges et faciles d'accès. La circulation la moins intense provoque des embouteillages, en dépit des nombreux officiers de circulation qui sont en devoir des deux côtés. C'est d'ailleurs ce qui se produit aux heures d'affluence.

C'est donc dire en résumé que les deux ponts ont été construits il y a plusieurs années pour desservir une population réduite, laquelle a depuis triplé, et pour permettre le passage d'un nombre restreint de véhicules, lesquels ont augmenté sans comparaison en nombre, en poids et en vitesse. Il est devenu nécessaire, par conséquent, de construire un nouveau pont pour répondre aux besoins actuels des deux villes et aux exigences de la circulation.

Les conséquences d'une telle situation

Quelles sont les conséquences d'un tel état de choses pour la population de Hull? Nous nous contenterons ici d'énumérer quelques faits particuliers.

1. Le problème des ponts, et particulièrement la situation créée par l'insuffisance du pont Interprovincial, est devenu le casse-tête principal de nos officiers de circulation. Des embouteillages indescriptibles se produisent quotidiennement aux entrées du pont Interprovincial parce que ce dernier ne peut absorber le flot constant des véhicules.

2. Le pont Interprovincial n'ayant que deux passerelles à sens unique qui permettent le passage d'un seul véhicule, la moindre panne ou le moindre accident paralyse complètement la circulation pendant de longues périodes de temps. Un étroit tunnel du côté d'Ottawa est également la cause de pannes prolongées et d'embouteillages fréquents. On n'a qu'à examiner les rapports du Transport Urbain de Hull pour constater que les autobus subissent des retards, chaque jour, à cause d'accidents ou de pannes qui se produisent sur le pont.

3. Chaque fois qu'il se produit un arrêt de circulation sur le pont, surtout aux heures d'affluence, il en résulte des pertes de temps, des retards et des inconvénients incalculables pour les milliers de personnes ainsi immobilisées. Il serait intéressant de compiler les pertes de temps et d'argent occasionnées en une année par tous ces retards.

4. Le pont Interprovincial, dont la construction remonte à 1900, doit être fermé en entier ou en partie plusieurs semaines par année, afin de permettre l'exécution de réparations majeures. Ce qui veut dire que toute la circulation doit être alors détournée vers le pont des Chaudières. Il s'ensuit qu'aux heures d'affluence, un automobiliste peut prendre de 45 minutes à une heure et demie pour se rendre de Hull à Ottawa et vice versa. C'est à peine croyable, mais c'est vrai.

5. En plus des milliers de personnes qui voyagent quotidiennement entre les deux villes pour aller à leurs affaires et vaquer à leurs occupations, il faut compter également un nombre considérable de touristes et de visiteurs étrangers qui se rendent, surtout en fin de semaine, dans la magnifique région de la Gatineau. On a compté dans une seule fin de semaine jusqu'à 10,000 personnes au Lac Philippe, dans le Parc de la Gatineau. Encore ici, des embouteillages prolongés et ennuyeux se produisent aux entrées du pont, à chaque fin de semaine, parce qu'il ne peut absorber assez rapidement le flot des véhicules.

On peut donc conclure que la population tout entière souffre de ces retards et de ces ennuis et que l'économie de la région en subit le contre-coup.

Quelques statistiques

On se fera une idée plus juste de la densité de la circulation entre les deux villes en jetant un regard sur quelques-unes des statistiques compilées par des experts en la matière.

Voyons d'abord un relevé fait en août 1952, c'est-à-dire il y a près de quatre ans, par M. Norman D. Wilson, ingénieur-conseil et spécialiste en matière de circulation, qui avait été embauché par la Cité de Hull pour faire une étude des problèmes de la circulation dans la ville.

Ce relevé indique qu'au cours d'une période de 24 heures, il est passé 25,000 véhicules-moteurs sur le pont Interprovincial et 17,000 sur le pont des Chaudières. Dans ses conclusions, il recommande fortement qu'un nouveau pont soit construit sur l'Outaouais et que ce pont n'ait pas moins de six voies parallèles, pouvant recevoir une circulation de 3,600 à 4,000 véhicules à l'heure dans chaque direction.

Des relevés plus récents effectués par la Sûreté municipale de Hull et celle d'Ottawa ont démontré qu'il passe en moyenne de 23,000 à 25,000 véhicules par jour, sur semaine, sur le pont Interprovincial. La circulation sur le pont des Chaudières a sensiblement augmenté depuis le rapport Wilson. On compte maintenant de 18,000 à 19,000 véhicules par période de 24 heures à cet endroit.

On peut se demander où l'on en arrivera avec les deux ponts actuels si le nombre de véhicules et le volume de la circulation entre les deux villes continuent d'augmenter au même rythme. La seule solution qui s'impose avec urgence est la construction d'un nouveau pont entre Hull et Ottawa.

Des témoignages

Les journaux de la région comme les experts en circulation ont démontré le bien-fondé des demandes réitérées de la population et des associations, de même que du Conseil de ville, en faveur de la construction d'un nouveau pont sur l'Outaouais.

Dans un éditorial en date du 11 octobre 1955, M. Camille L'Heureux, rédacteur en chef du "Droit", traitait de la circulation dans la région et signalait notamment que "du côté de Hull, il n'y a que deux ponts démodés et insuffisants, celui des Chaudières et l'Alexandra". En conclusion, il recommandait qu'on hâte la construction du nouveau pont.

Dans le même journal, M. Lionel Marleau, chef du Bureau de Hull, écrivait en date du 3 septembre 1955, à la suite de l'une des fréquentes périodes de fermeture du pont Interprovincial, à cause de travaux de réparations nécessités par la vieille structure: "Une fin d'après-midi de cette semaine, la traversée d'Ottawa à Hull par le pont des Chaudières nous a pris exactement une heure et quart. C'est inimaginable quand on songe que les villes d'Ottawa et de Hull se touchent et qu'Ottawa est tout de même la capitale du pays".

Dans son rapport sur la circulation à Hull, que nous avons cité plus haut, M. Norman D. Wilson déclarait en août 1953 que "les ponts entre les deux villes ne répondront plus aux exigences de la circulation, bien avant l'inauguration de la nouvelle imprimerie nationale" et de plus "qu'un nouveau pont était devenu nécessaire dès à présent". (La nouvelle Imprimerie a été inaugurée officiellement et sera complètement occupée sous peu.)

De son côté, Son Honneur le maire Thomas Moncion, de Hull, n'a cessé de réclamer la construction d'un nouveau pont. Il a même déclaré que "l'absence de voies de communication adéquates entre Hull et Ottawa retardait le progrès de la ville québécoise et constituait une lacune qu'il fallait combler dans le plus bref délai possible".

Un autre expert en circulation, le directeur J.-Adrien Robert, de la Sûreté municipale de Hull, a affirmé que le pont Interprovincial présentait le problème de circulation numéro 1 de la ville de Hull. Il a ajouté, de plus, que ce pont inadéquat et ses approches dangereuses étaient la cause d'accidents fréquents et d'arrêts prolongés de la circulation. "C'est une véritable disgrâce pour notre ville, a-t-il déclaré, d'avoir une telle entrée, étant donné surtout qu'il passe à cet endroit jusqu'à 25,000 véhicules dans une période de 24 heures".

Conclusion: hâter la construction du pont

Nous jugeons que la construction d'un nouveau pont entre Hull et Ottawa constitue un projet d'intérêt public qu'il est urgent de réaliser. Nous croyons que les problèmes de financement et les détails techniques peuvent être rapidement résolus avec la collaboration de tous les gouvernements intéressés.

C'est d'ailleurs avec le plus grand optimisme que nous présentons ce mémoire, étant donné l'encouragement et l'appui que le projet a déjà reçus de la part des représentants de ces gouvernements. Il ne reste, semble-t-il, qu'à en venir à une entente finale et à aller de l'avant avec le projet. Il faudrait que cette entente soit conclue le plus tôt possible, car la construction du nouveau pont peut prendre plusieurs années.

Au sujet du financement du projet, les autorités compétentes ont semblé favoriser une entente du genre de celle conclue pour la construction du pont de l'Île-aux-Alumettes, c'est-à-dire que le gouvernement fédéral et les gouvernements provinciaux du Québec et de l'Ontario en partageraient le coût. Les villes de Hull et Ottawa, de même que la Commission du District Fédéral, pourraient collaborer à l'aménagement des entrées et des abords du nouveau pont.

La Chambre de Commerce de Hull et les associations qui ont appuyé ce mémoire ont bon espoir que leur appel, qui est aussi celui des autorités municipales de la Cité de Hull, ne restera pas sans réponse et que l'on entreprendra dans un avenir très rapproché la construction d'un nouveau pont sur l'Outaouais, entre Hull et Ottawa.

LA CHAMBRE DE COMMERCE DE HULL
et
LES ASSOCIATIONS LOCALES

CITÉ DE HULL

COÛT DES AMÉLIORATIONS LOCALES

	Coût initial	Coût annuel	Coût total
1947			
Règlement 448 (\$35,000—3½%)			
Raccordement de services d'eau et d'égout aux nouvelles habitations...\$	35,000	\$ 1,963	\$ 58,890
1948			
Règlement 459 (\$2,181,000—3½%)			
Installation des services municipaux dans les secteurs nouvellement développés:			
Aqueduc et égouts	1,104,119	61,926	1,857,780
Pavages et trottoirs	273,270	19,665	393,300
Divers	293,500	21,120	422,400
(Station de Feu n° 4, ouverture et aménagement de rues, expansion au système d'alarme et d'éclairage des rues, etc.)	1,670,889		
1948			
Règlement 475 (\$100,000—3½%)			
Services d'aqueduc et d'égout au projet du Logement de Hull Inc.	100,000	5,608	168,240
1948			
Règlement 478 (\$10,000—3½%)			
Raccordements de service d'eau et d'égouts aux nouvelles habitations..	10,000	543	16,290
1949			
Règlement 486 (\$165,000—4½%)			
Services d'aqueduc et d'égouts pour le secteur Ouest de la rue Labelle	150,000	8,939	268,170
1949			
Règlement 503 (\$1,179,000—4½%)			
Service d'aqueduc et d'égouts pour les fermes Prud'homme et Cléroux; le secteur Ouest du Boul. Fournier (incluant les services à la Firme Primco Ltd.; égout collecteur pour desservir la section Ouest de Wrightville; changement de diamètre dans les tuyaux principaux de la section Wrightville	1,084,000	66,548	1,996,440
1951			
Règlement 510 (\$110,000—5%)			
Services d'aqueduc et d'égouts pour le secteur Ouest des propriétés War-time Housing	110,000	7,155	214,650
1952			
Règlements 523, 525, 527 (\$514,000—5%)			
Services d'aqueduc et d'égouts pour projet Hadley, les rues Maurice et Prud'homme (incluant les propriétés de la C.D.F.)	410,000	26,671	800,130

	Coût initial	Coût annuel	Coût total
1953			
Règlements 533, 538, 540, 541, 543, 544 (\$2,345,000—4½%)			
Services d'aqueduc et d'égouts pour la Ferme Benedict; pavages et trottoirs dans la majorité des projets d'habi- tations indiqués ci-dessus; expansion des systèmes d'alarme et d'éclairage; ouverture et aménagement de rues, etc.			
Aqueduc et égouts	476,550	30,122	903,660
Pavages et trottoirs	1,366,750	107,358	2,147,160
Divers	233,200	18,317	366,340
	(2,075,500)		
1954			
Règlements 548, 550 (\$162,000—4%)			
Services d'aqueduc et d'égouts Ouest du Boul. Moussette et Sud de Amherst	150,000	8,674	260,220
1954			
Règlements 558,562, 563, 568, 569 (\$1,044,000—4%)			
Service d'aqueduc pour desservir l'hôpital du Sacré-Cœur à son nouveau site; Services d'aqueduc et d'égouts pour le projet Bisson n° 1, projet Lafor- tune; travaux divers au Château d'eau pour monter la pression d'eau dans le secteur Wrightville; prolon- gement des services pour la firme Pilon Ltée.			
Aqueduc et égouts	657,500	38,023	1,140,690
Travaux divers	56,500	3,267	98,010
	(714,000)		
1955			
Règlements 573, 581, 585, 587, 590, 593, 595 (\$315,000—4½%)			
Nivellement des rues et pose de puisards dans le projet Bisson n° 1; raccorde- ment de services d'eau et d'égouts aux nouvelles habitations	110,000	6,555	196,650
1956			
Règlement 592 (\$90,000—4½%)			
Trottoirs et pavages dans le projet Hadley, îlots, etc.	90,000	6,769	135,380
1956			
Règlement 594 (\$283,000—4½%)			
Services d'aqueduc et d'égouts pour le projet Bisson n° 2	283,000	16,866	505,980
	\$ 6,993,389	\$ 456,089	\$11,950,380

ANNEXE "C"

Celle-ci consiste en plans qui seront exhibés devant le Comité.

ANNEXE "D"

TABLEAU INDIQUANT LA SUPERFICIE TOTALE
OCCUPÉE PAR LE GOUVERNEMENT CANADIEN

—DÉPARTEMENT DES TRAVAUX PUBLICS DANS LA CITÉ DE HULL

1. Divers

a) Superficie expropriée par le département des Travaux publics:

1. Site Imprimerie	(19/3/47)	6,058,727 p.c. ou 139·089 acres
2. Site rivière Outaouais	{ 5/44	1,216,927 p.c. ou 27·936 acres
	{ 5/46	1,216,927 p.c. ou 27·936 acres
3. Site industriel	(10/11/47)	3,787,354 p.c. ou 86·946 acres
4. Site Reboul	(17/ 1/52)	453,979 p.c. ou 10·422 acres
5. Site nouveau Bureau de Poste	(19/ 7/52)	33,035 p.c. ou 0·758 acres

NOTE: La superficie indiquée est à la date du
1^{er} mars 1956.

265·151 acres

b) Superficie occupée avant les expropriations:

1. Manège militaire	872,942 p.c.
2. Institut des Recherches	721,800 p.c.
3. Laboratoire de Santé	12,587 p.c.
4. Bureau de Poste	18,859 p.c.
5. Pont des Chaudières	14,000 p.c.

1,640,188 p.c. ou 37·653 acres
3,955,832 p.c. ou 67·857 acres

2. Site Lac Leamy

Total.....

370·661 acres

Service des estimations,
Hull—20/4/56.

ANNEXE "E"

TABLEAU INDIQUANT LA SUPERFICIE OCCUPÉE PAR LA COMMISSION
DU DISTRICT FÉDÉRAL DANS LA CITÉ DE HULL

1. Parc du Lac des Fées:

- a) Superficie expropriée (2/2/54) 116,112 p.c.
 b) Superficie cédée par la Cité (2/2/54) 2,086,695 p.c.
 c) Superficie acquise de gré à gré 2,129,245 p.c.

 4,332,052 p.c.

2. Parc de la Gatineau

9,209,674 p.c.

- a) Superficie cédée par la Cité à la

NOTE: Remboursement de \$24,000.00 à la
 Commission du District Fédéral 2,077,812 p.c. ou 47.7 acres
 Cité par la C.D.F. pour installation des
 services d'égout et d'aqueduc. (Voir con-
 vention.)

- b) Superficie cédée par la C.D.F. à la Cité 1,579,529 p.c. ou 37.261 acres

NOTE: Le montant total réalisé par la Cité
 pour la vente de cette partie de terrain
 pour l'érection de résidences unifamiliales,
 a été de \$83,275.00.

3. Parc Jacques-Cartier 994,270 p.c.

4. Parc Fontaine 541,484 p.c.

5. Lac Leamy 5,026,823 p.c.

Terre 1,665,293 p.c.

Eau 3,361,525 p.c.

6. Boulevard Fournier 14,926,599 p.c.

7. Ruisseau de la Brasserie 295,050 p.c.

8. Boulevard Taché 14,250 p.c.

 35,340,202 p.c. ou 811.299 acres

Superficie en terre: 31,978,677 p.c. ou 734.129 acres

Superficie en eau: 3,361,525 p.c. ou 77.170 acres

 Grand Total.....

1,181.960 acres

Service des estimations,
 Hull—20/4/56.

CITÉ DE HULL

COÛT DES EXPERTISES ET DES RELEVÉS

1947-	—Relevé du système d'aqueduc et d'égout, ainsi que la préparation d'un plan d'expansion préparé par la firme Gore & Storey..	\$ 1,841 96
1947-1948—	Expertise sur le réseau d'aqueduc de la Cité, faite par la maison J. A. Lalonde et Cie	\$ 7,000 00
	Salaire des employés municipaux qui y ont contribué	3,112 00
		<hr/> 10,112 00
1947-1955—	Réfection du cadastre des quartiers 1, 1A, 2, 3 et 3A de la cité par l'arpenteur-géomètre Marcel Ste-Marie.....	20,141 75
1953-	—Relevé complet de la circulation dans la cité, par la firme Norman D. Wilson.....	1,000 00
1954-1955—	Réfection en entier des règlements de construction et de zonage: salaire des employés municipaux	8,400 00
1955-	—En voie de préparation par la firme Lalonde, Girouard et Letendre:	
	a) Plan détaillé du réseau actuel d'aqueduc	3,000 00
	b) Préparation de plans et devis pour la construction d'une usine de filtration, les raccordements au réseau actuel et la construction de réservoirs là où nécessaires	97,500 00
		<hr/> \$ 141,995 71

M. CARON: Je désire tout d'abord féliciter monsieur le maire pour la réfection du mémoire; il est de beaucoup amélioré sur le premier qui avait été présenté.

Je partage entièrement les vues de M. le Maire sur la question de l'intégration politique. Je m'y suis toujours opposé et je crois qu'aucune partie importante de notre population n'accepte cette intégration.

Toutefois, je me permettrai de faire remarquer, non dans l'intention de blâmer M. le Maire ni ceux qui ont préparé le rapport, mais dans le dessein de clarifier et d'établir la situation, comme je l'ai fait lors de la présentation du rapport du Comité Métropolitain, que certaines choses qui sont demandées me paraissent plutôt ressortir du domaine provincial et que si nous laissons passer la chose de cette façon, la population peut être portée à croire que le gouvernement fédéral, seul, a des responsabilités et qu'il néglige ses responsabilités, tandis que nous devons reconnaître que le gouvernement fédéral, tout comme la Commission du district fédéral, a fait énormément pour aider les municipalités comme la ville de Hull et la ville d'Ottawa, quoique certaines de ces

réclamations me paraissent justifiées. Je les approuve entièrement et je serai le premier, au sein de ce comité, à représenter les idées émises dans ce rapport.

Maintenant, référant à la page 4 du mémoire, je désire simplement faire une mise au point quant au pont interprovincial et ses nécessités, non seulement du côté hullois mais du côté d'Ottawa.

D'un autre côté, je veux faire remarquer que la population doit être mise au courant que la demande des autorités municipales et des différents corps publics, le ministre des Travaux publics a invité les autorités des deux provinces à venir nous rencontrer pour étudier cette question.

Nous reconnaissons que les ponts qui se bâtissent sur la rivière Ottawa pour réunir les deux "Parkways", un à Ottawa et un à Hull, sont la propriété de la Commission du district fédéral et que ces ponts sont appréciés, mais le pont interprovincial, tel qu'il existe, est un pont pour desservir non seulement les deux "Parkways", mais aussi toute la population, enfin pour rendre service aux municipalités.

Le ministre des Travaux publics a donc demandé aux autorités des provinces d'envoyer des représentants pour étudier la possibilité de construire le pont, l'endroit, le site, le coût, les plans, et voici que le gouvernement ontarien a proposé de construire un pont de péage et s'est déclaré prêt à participer à sa construction.

Quant au gouvernement de la province de Québec, il n'a pas encore répondu à l'appel, et lorsque j'ai mentionné cela à la Chambre de commerce de Hull, qui en a fait part à Québec, le ministre des Travaux publics de Québec a répondu que ceci était un projet relevant entièrement du gouvernement fédéral et qu'il ne voyait pas le besoin, pour la province, d'y coopérer. Je crois que ce pont-là, tout comme le pont de Pembroke et les autres, est un projet qui devrait être entrepris par les deux provinces et le gouvernement fédéral, et ma suggestion était à l'effet que les gouvernements des deux provinces et le gouvernement fédéral payent chacun un tiers du coût de la construction du pont, et que les municipalités sous le contrôle de la Commission du district fédéral voient à organiser les approches. De cette façon-là, je crois que les municipalités seraient satisfaites et heureuses, mais il faudrait la coopération du gouvernement provincial pour atteindre ce but.

Référant au boulevard Montclair, mentionné à la page 5 du mémoire, je crois qu'il apparaît sur le plan général du District Fédéral, n'est-ce pas, monsieur le Maire?

M. MONCION: Oui. Seulement, il y a discussion sur la contribution.

M. CARON: Il y a discussion sur la contribution?

M. MONCION: Oui. On m'a dit que c'était un projet uniquement municipal, ce que je n'ai pas reconnu.

M. CARON: Et que je ne reconnais pas plus que vous.

Q. A présent, vous voulez que dans ce projet-là, on se serve du même barème dont on s'est servi pour le projet des routes du côté de l'Ontario?

M. MONCION: Du moment que le barème employé est juste; je ne demande que la justice.

Q. On a le nouveau "Parkway" qui se construit ici, par exemple, avec la participation du gouvernement fédéral, de la municipalité et de la province.—R. Très bien.

Q. Vous soutenez que ce barème-là serait justifiable pour la ville de Hull comme pour la ville d'Ottawa?—R. Oui.

By Senator Connolly (Ottawa West):

Q. Did I understand you to say that on Montclair boulevard the Federal District Commission proposes that the work should be done entirely at municipal expense?—A. They told me that once, but we did not have a discussion about it.

Q. You are developing the point that it should be done that way?

Mr. CARON: I think it should be done the same way as the projects in Ottawa. There is to be a new parkway there, and a new route and I think it should have a contribution from the federal, the provincial, and the municipal governments, and that they should finish that route the same as they are doing it on the Ontario side.

Senator CONNOLLY (Ottawa West): There has been no attempt to determine the amount which should be contributed by the various authorities which you suggest should participate?

Mr. CARON: Not yet.

The WITNESS: You see the site of this route. We are glad and happy to have the Printing Bureau in Hull but at the same time if it was not there, this route would hardly be necessary. It would be useful surely, and that is why, to a certain extent, speaking on my own authority, I think we would be ready to go so far; but it may be more than what we really should do. It could come under a gentlemen's agreement.

By Senator Connolly (Ottawa West):

Q. Mr. Caron says that it will be a parkway street rather than a commercial street, and that it is part of the parkway system. I am only asking my question for information. Which city proposed that it should connect up with a proposed new bridge of the Ottawa?—A. Yes, it is a route if I remember correctly; that was the route facing through the parkway to reach the Gatineau river, but it is nothing less than Gamelin street. The parkway was Gamelin up above there, and coming across here and going there. That will reach the Montreal highway and the proposed new bridge if the site is decided as Reboul street.

Mr. CARON: I wonder if I might add something for the information of the senator. This is really not part of the parkway. It is a route which would take trucks the same as it would other automobiles. The route for the servicing of the interprovincial bridge is another one which goes across where the tracks are and reaches the Sacred Heart boulevard just across the creek where the new station should be located on the other side of Brewery Creek; and when the railway tracks are taken up from the Interprovincial bridge, that is to be a different route completely. This is to unite the county of Gatineau and the national park with the Montreal route without passing through the city of Hull, and just going around it.

By Senator Connolly (Ottawa West):

Q. I wonder if the mayor would say something about this; at the present time the additional bridge is simply a bridge. You have an interprovincial bridge and the Federal District Commission people told us here a few meetings ago that it was planned to remove the railway tracks from that bridge and to construct a new bridge both in Ontario and the Quebec side. Would you care to comment on how much that will do to meet the traffic problem?—A. 10 per cent of the needs. Taking away the traffic from the Interprovincial bridge and an improvement to the approaches on the Hull side and on the Ottawa side, would be a difficult project on the Hull side. It would certainly help, even though it would be a small help only. Whoever thinks of the project believes it would cure the situation, but just stand there and see what is happening

and what will happen and get worse and worse day by day. The absolute need is recognized by everybody for a new bridge plus the improvements to the Interprovincial bridge.

By Mr. Richard (Ottawa East):

Q. A fair comment would be that if you improved it you would be only adding more traffic to what there has been before, so there would be hardly any better service.—A. It takes us three-quarters of an hour. Suppose there is a call for ambulances, or fire apparatus. You know what has been happening recently? We are liable to be victims of any accident. It calls attention to the situation. Think of what happened just the other day! Surely this is the only route for the big hospitals, the ambulances and the fire equipment. Who believes that simply improving this will help? It is commonsense but it is not a cure. The proper disposition and the proper thing must be done. We must insist—and public opinion is already right—we have proved this, and they are still urging that it would be worse. They ought today to get a new bridge.

By Senator Connolly (Ottawa West):

Q. Where would you like to see a new bridge located from the point of view of the city of Hull?—A. Mr. Caron told me once—and I have always thought since that it would be about the best site. I am not an engineer and I have no authority or quality to speak on the matter, but it would lead from Hull just a little bit further east.

By Mr. Caron:

Q. Just north.—A. No, just east of the Interprovincial bridge.

Q. No, north of the present Interprovincial bridge.—A. Anyway on the other side of the present Interprovincial bridge, and it would be, on the Hull side, two blocks from the bridge actually. It would lead in Ottawa through Sussex street. There are two big buildings there.

Q. To the corner of Botelier.—A. Yes, it would lead to the corner of Botelier and I think, at this stage, it would be coming to Ottawa. Her Worship observed, and I think she is perfectly right, that if we came about here, where the old Printing Bureau is, it would be jamming traffic through Mackenzie and Sussex street. If you had another way, it be a way to help out, the circulation of traffic to get into appropriate location. Now, talking about lower town and Reboul street, it would be about where the National Research Council is on this site, and we would have no objection.

By Senator Connolly (Ottawa West):

Q. Where would that end up on the Ontario side?—A. The new one? They told me about this site, or the other site, that of the National Research Council on Sussex street, near the proposed new city hall.

By Mr. Caron:

Q. Do you know where Botelier street is?—A. We would be happy one way or another.

By Mr. Richard (Ottawa East):

Q. Just repeating Senator Connolly's point, I think you are making a plea, as we all do in this area, and we will keep on making it; you are making a plea for a bridge, but you are not saying that it should be the function of the Federal District Commission itself to build it at the present stage. You want a bridge, but you are not suggesting that it should be the responsibility of the Federal District Commission to build it—A. Surely.

Q. This is the vehicle for you to make a presentation once again that we want a bridge.—A. Certainly we need a bridge.

Q. And it would be in the interests of Hull that the Federal District Commission—if they have the finances and the power to do so—should build that bridge after the parkways along the Ottawa river.—A. Of course.

Q. And leave it to the senior governments as their duty and responsibility to build the Ottawa-Hull bridge.—A. Surely.

By Senator Connolly (Ottawa West):

Q. We are talking about a commercial bridge which is not an ornamental bridge in the parkway system.—A. I was at a meeting with the Honourable Mr. Winters, Premier Frost, and Her Worship the Mayor of Ottawa. Mr. Winters was anxious to get rid of this "ugly thing" which he said was the interprovincial bridge. He was thinking of a time when there would be sufficient bridges elsewhere, to get that away from the site of the departmental buildings.

By Mr. Richard (Ottawa East):

Q. On the constitution of the commission this is just a remark: I noticed that you stated that you gave a list of the Ottawa people who were on the Federal District Commission. Just to be right, I think you should point out that one of the smaller municipalities lists the greatest number, namely, Rockcliffe village. All those people you mentioned are not Ottawa people. Take, for example, Mr. Major, Mr. Kennedy, Mr. Camsell. They are all Rockcliffe village people, and not city of Ottawa people.—A. That is up to the Ottawa people to make mention of it themselves. I suppose Her Worship will do so when she is here.

Q. They are not Ottawa representatives at all. They are residents of the village of Rockcliffe.—A. That is a detail that we did not note, because we are just learning of it.

By Senator Reid:

Q. Starting on page 4 you said:

However, it expresses again today its objection to all requests that could be made towards the political integration of its territory.

Just what do you mean by "political integration of its territory"?—A. I am glad you asked that. We shall ask our legal adviser to answer you.

Mr. ROY FOURNIER (*Legal adviser to the city of Hull*): Mr. Senator, the city intended to oppose what the government would ask relating to municipal or school administration of our territory. The city wants to keep its political form of government and it opposes all that may be done towards getting our city administered by a Federal District Commission or the government.

Mr. CARON: You do not want to become a federal district such as the District of Columbia in the United States?

Mr. FOURNIER: No sir.

Senator REID: On page 7 you say:

Land allocation: the various expropriations and acquisitions of land within our city limits by the federal government have given rise to a precarious situation which definitely prevents the development of the city,

Could you elaborate on that? Ever since I have come to Ottawa there has always been a demand from the city of Hull for more federal buildings. They are there now, and you say that it brings about a precarious situation which definitely prevents the development of the city. What do you mean?—A. It is quite legitimate for us to want to grow, and if we want to grow, just as

merchants do, we want customers. If there are too many customers, you have to enlarge, just as a progressive business proposition. As I said, I think it is much the same. If we do make a request and we repeat it, for more federal buildings, it will certainly bring to us more citizens and certainly add to the growth of the city which naturally forces us to buy, to expropriate, and to annex new space with which to supply the demand for homes and other services. I think it is quite natural for us because, after all, we are right next to Ottawa. It is almost one city with two names, and we should be absolutely entitled to get more and more of the federal buildings because I think it is our right.

Senator LAMBERT: May I ask the mayor what proportion of the city of Hull at the present time is made up of employees of the federal administration?

Mr. CARON: I think it is between 5,000 and 6,000. I think that is the number of the population of Hull who work for the federal government.

By Senator Lambert:

Q. That figure of 5,000 or 6,000 would come out of what population?—

A. That represents so many families, but you must multiply it by five, especially in the case of French families.

Q. Out of 48,000 of the present population?—A. Yes sir, maybe about one half.

Q. Roughly about 5,000.—A. Yes. Half of our people depend on the government and that gives just about the exact figure.

Q. About half your population would be a representative part?—A. Exactly.

Q. Then there are certainly economic advantages to you in that situation.—A. We admit it, certainly.

Q. It helps to maintain the municipality.—A. It is like a new industry in the city. It means employment, revenue and benefits.

Q. I have another question. I noticed in the brief on page 21 recommendation number 11 which reads as follows:

11. It requests government aid for the rehabilitation of water and water mains services.

Before that, you have some reference to filtration, but you have no reference to sewage disposal in your brief. Is there any problem in Hull in connection with sewage disposal, and if so, what if any suggestion would you make for meeting it?—A. Of course our engineer is here, but this sewer trouble has been on the minds of the people and of the administration for years. As we all know, the Quebec authorities as well as Ontario have been studying this matter for years. You have already heard about the pollution of the water and the necessity to cure it. I repeat that it is over and above the possibilities of municipal resources. I think the only cure to meet this bad situation would be a unification of federal, provincial and municipal resources to meet the problem. Only through unification can we help to cure that sewer trouble.

With respect to water works, we have had the rehabilitation of mains to correct the pipes which may be too small. We should build a reservoir there to safeguard it. I know that we had trouble last winter when we were in great danger of losing our water supply because of broken pipes. But if we had a reserve of some ten million to fifteen million gallons, it would answer the immediate need for fire protection.

These troubles have been studied. This is a big report and a most expensive and precise one in every way, shape and form as to what should be done. We told you what it cost us and we know what it will cost us to put it through. That is why we certainly need help.

Q. What is your source of water for your water supply?—A. The Ottawa river presently.

Q. Is the intake above the Chaudiere Falls?—A. The intake is above the Chaudiere Falls, yes sir, but it should be placed a little bit farther up according to the new suggestion. Somebody said that it would be most proper to go up to the lakes. Is that a dream? Could it be a possibility? I do not know.

Q. You are talking about a sewage disposal plant?—A. There should be a unification of the different authorities.

Q. The Gore and Storey report made a suggestion that the Green creek area could be made available for Hull as well.—A. That would be for Ottawa.

Q. Under the river.—A. Under the river!

Q. They did say that in their report.—A. I am not an engineer. I was just thinking of our side, so as not to have one big pollution.

Q. You mean you were thinking of having two plants?—A. Yes, two or three, whatever would be most proper, and the cheaper and the most effective way.

Q. Would you recommend that joint cooperation of Ontario, Quebec and the federal authority be given to the project of sewage disposal?—A. I said that it was the only way in which it could be cured.

Q. You do not have that in your brief, or recommend it.—A. For that sewer trouble, we did not get into it so much there, but I said that thing in the papers the other day.

Q. I think it is a very important point and one which you should include in your brief, because we were given to understand here that there was cooperation already between the authorities of Ontario and Quebec to approach this problem in a cooperative way and to invite the federal commission to join in that cooperation in so far as the development of the area was concerned. It would certainly be appropriate for the city of Hull to share in that recommendation.—A. I said that in public the other day, and I shall repeat it now.

By Senator Reid:

Q. I have another question to ask. I doubt the value of reading papers in a language which I do not understand, but my question is on page 12 where it says:

According to the table produced, the city of Ottawa has benefited or will benefit by a subsidy amounting to \$2,796,857 for sewer and water projects, having an estimated total cost of \$9,631,000.

Perhaps I should not ask the mayor of Hull this question, but is this not a grant given to the city of Ottawa under the act for helping municipalities rather than a gift of over \$2 million for sewer and water projects? I want to get a clarification of that amount?—A. Mr. Clairoux may be able to give you some information.

Mr. B. CLAIROUX (*Treasurer of the city of Hull*): This is not a grant given under the Municipal Grants Act, it is a different grant altogether.

Senator REID: This is a grant from the federal government under that act?

Mr. CLAIROUX: No.

Senator REID: Now, in regard to the traffic problem.

Senator CONNOLLY (*Ottawa West*): Would you mind waiting on that point, for a moment. Is that money to which they are referring, and which you are talking about—is that money paid for sewer construction in advance of need? Is that the money they are talking about here?

Senator REID: I do not think so, but maybe it is.

Senator CONNOLLY (*Ottawa West*): I will repeat the question. I am asking Senator Reid if he would mind developing the point about the grant referred to on page 12 of the brief, in which reference is made to the grant made to

the city of Ottawa in connection with sewer construction, by the Federal District Commission. What I wonder is whether that payment is the payment which was described here by the officials of the F.D.C. for construction in advance of need of sewers and watermains.

Senator REID: I think we were told a minute ago it was under the Municipal Grants Act.

Mr. CLAIROUX: No. Those grants are separate from the grants in advance of need. There are two grants there. Ottawa benefits under the grants under the Municipal Grants Act and besides that they were paid by the Federal District Commission these grants in the brief. They were two different grants.

The WITNESS: We took these figures from page 42 of the F.D.C. report.

By Mr. Richard (Ottawa East):

Q. These grants by the F.D.C. were for advance of need for areas annexed by the city of Ottawa some years ago. Your claim is for grants in advance of need for areas which have been expropriated for future development of the city?—A. These are taken presently for all the same project and these are dealing with other annexations.

By Senator Connolly (Ottawa West):

Q. In other words, I understand you are saying now that if, to the city of Ottawa, out of the national capital grant, the annual grant, there are payments made in advance of need for the construction of sewers and watermains—and those are interest payments, not capital payments—and if that formula is to be applied to Ottawa, you say it should also be applied to Hull in similar circumstances?—A. It should.

By Senator Reid:

Q. Coming to page 14, you bring up the point about the building of the new post office in Hull having brought about a parking problem. Whilst I have sympathy with any citizen who complains about the parking problem, it is a problem in all cities, even where I come from, even when a government building is put up there is no allowance made for parking. Go then to appendix "D". I notice that the government, in purchasing property, or buying property or expropriating property in Hull took over 139 acres for a printing bureau and took 27·936 acres for another site, and so on, until the total comes to around 265·151 acres, which the government has taken. My question is twofold. Was the city of Hull consulted in any way before the government expropriated this property; and, if they were consulted, was the parking problem brought up? It would seem to me that in that printing bureau area of 139 acres, they would not require all that land for one building?—A. We were told that the project was for a new building on St. Redempteur Street, which will be looking out on the same square of land as the printing bureau and where there would be plenty of parking space and no trouble, except that at the opening of the boulevard Mont Clair and in and around there, there will be parking spaces. What we do maintain is that before building the new post office, this parking problem was not studied in its full merits. We may be wrong but that is our contention.

By Mr. Leduc (Gatineau):

Q. You claim that this full question of parking around the post office was not studied?—A. Well, if it was studied it was not cured, because the problem still exists.

Q. You know as well as I do that the Department of Public Works took expropriation procedure after the fire in Hull some years ago.—A. Why did they not do it?

Q. Still, in the press, protests came from the people of Hull who claimed that the Federal District Commission was again expropriating buildings and depriving the city of Hull of taxes. You saw that in the newspapers?—A. I was not in public life then. I was busy at my own business.

Mr. LEDUC (*Gatineau*): I am told "if you do not want us to expropriate, just let the expropriation procedure drop"—and it dropped.

Mr. CARON: As a matter of fact, the post office includes the Unemployment Insurance Department and the posting department, where they will have much more traffic because now on account of space everything is going from Ottawa to Hull. By then there will not be any space for trucks or cars to come and fetch mail or bring packages or for people to go to the unemployment office. I do not think that those going to the unemployment office will have so much need for parking space for cars but the others do require it. There is a question I should like to put. In the new zoning plan, is there a provision for trade and commerce and industries to provide their own parking lots?

Mr. ROBERT (*Chief of Police, City of Hull*): There is a provision in the zoning by-law for parking space for commerce and industry.

Mr. CARON: If that is so, there should also be provision for parking space for government buildings.

Senator REID: Absolutely.

By Mr. Caron:

Q. They should abide by our rules and regulations. The only way you can solve the problem of the post office as it is will be to do away with the island in the centre of St. Redempteur Street?—A. It will be to make it much narrower but one may not have to take it away completely.

Mr. CARON: Take it away completely, because otherwise there will be a jam from morning to night. This was a nice little parkway but because of what the Department of Public Works has done you will have to take it away. Otherwise the police will not be able to handle the traffic there. Is that right?

Mr. ROBERT (*Chief of Police, City of Hull*): That is correct.

By Mr. Blair:

Q. Has the city of Hull itself made any arrangements for dealing with the cleaning of the sewers? If so, what is the report of the engineers on the probable cost of cleaning up the sewers, that is, not a joint plant but a plant for the city of Hull?—A. We have been told that the provincial government has been studying this for years. I still claim that this studying must come from above. Here, on account of the national capital, it is a national problem. There is no use in trying to cure the Ottawa river from one side and leave it so that the other side up to Chalk River can spoil it. It is first a federal-provincial problem and naturally they will come to our city and we will be asked for appropriations. We are ready with all the possible means to co-operate.

Q. I know that in my own province many cities are putting in sewage disposal plants. It is becoming a very important question. That is why I ask if the city of Hull has taken into consideration the joining of its outlets for sewage into one common plant, to have a sewage disposal plant; and also if the city had any estimating of the cost of such a plant for the city of Hull?—A. Not yet.

Mr. BLAIR: Then come to the second question. Do I understand from you that the city of Hull would not be financially able or responsible for the building of a plant, under present conditions, without aid from some place?

Mr. CLAIROUX: In regard to the financial cost of the project, financially we are not too well off in Hull and this project will amount to millions of dollars. Financially I say that very definitely we are not in a position to finance this problem.

The WITNESS: Unless the commission gives us what we want. If you give us what we are asking, we promise that the money will be spent on the project.

Mr. BLAIR: This is to me a project which is of importance and which should receive top priority. Somewhere in this whole picture between the city of Ottawa and the city of Hull this thing has to be cleared up. We are not going to have the city beautiful unless we take the first step to clear up the sewage here. My question is—and I want it clearly understood that we are not going to get anywhere if this is pushed around—is the city of Hull unable financially to approach this project?

By Senator Lambert:

Q. You have reports on this very question which Dr. Blair is asking.—
A. Yes.

Q. In these reports was there any estimate given of the cost?—A. Not. of the sewer service.

Mr. THAUVETTE: There is nothing in the report on the sewage disposal. It is only on the appropriations of land and the waterworks system.

Senator LAMBERT: Just water?

Mr. THAUVETTE: Yes.

By Mr. Gour (Russell):

Q. Monsieur le Maire, avez-vous fait des demandes, de la part du conseil de la ville de Hull, à la province de Québec, au gouvernement de la province de Québec, concernant cette question d'égouts, afin de savoir si la province était disposée à faire quelque chose, pour qu'on n'attende pas inutilement pendant deux ou trois ans, et enfin, de connaître l'opinion des autorités de la province de Québec et de savoir si elles sont prêtes à coopérer avec votre ville? —R. Je ne crois pas qu'une question directe leur ait été posée. Seulement, nous avons reçu la concession qu'ils étudieraient le problème de la pollution des eaux, lequel est relié intimement à la question des égouts. Alors, cette rencontre n'a pas eu lieu.

Q. Alors, monsieur le Maire, êtes-vous d'opinion qu'il serait urgent...

Mr. GOUR (*Russell*): I say it again in English, for clarification. I asked if the attention of the province of Quebec has been called to this question of sewers and water supplies. He says not directly. The next question was if he will not believe it was an urgent question, that all the municipalities which are affected in what we call the federal district just now should line up together and each council should make a call to the provincial government as to what is to be done on that special problem of sewers and water supplies. If we want to get it done, pressure must come from public organization, from councils of the municipalities or cities, to the provincial governments. The same should apply in Ontario. These two bodies of public people, the important bodies there, must act. Then we will get somewhere and these will come to the federal government and then it will come to the F.D.C. It is no use calling for \$1 million to be spent by the F.D.C., as there is only so many million dollars which could be spent. The most important thing is for the provincial government and the federal government to get together. Then the F.D.C. will know what is to be done and where the unity is to be found. Without unity between the provinces and the federal authority I do not think we can get anywhere.

The Presiding CHAIRMAN: And the municipalities.

Senator REID: Has the city of Hull power under their jurisdiction or act from the province of Quebec to control the industrial wastes from industry? I might point out that we in British Columbia have taken action on the industrial plants and have told the industries they will not be allowed to put these chemicals and refuse into the rivers any more. We are forcing them to change over now to disposal plants. My question is, has the city of Hull power to control industry in that way; and, if so, what steps have been taken to prevent industry putting in this dangerous waste into the rivers?

Mr. GOUR (*Russell*): It is for the provincial government to stop it, it is not for the federal government to do anything, neither is it for the Federal District Commission. These things come under the provincial law and it is for them to stop these industries putting that poison in the water.

Mr. CARON: It is a provincial matter and the provincial government has not given to the city the power to control the industries.

By Mr. Blair:

Q. I want to have this question made very clear. Has the city of Hull made representations to the government of the province of Quebec regarding its troubles with sewage disposal? Have they made representations to them that they are in trouble?—A. Not directly, I do not believe. I do not remember, sir. What is more, I am in office only a year and we have looked into many things. We have already stirred public opinion on the need of a bridge. That is a kind of practice of the means we will take to get public opinion formed as to how power is to be obtained from the authorities, through cooperation. We have to draw their attention first and then use cooperation. We are certainly ready to make the push you are recommending to us now.

Mr. PHILPOTT: We who are on this committee must keep very clearly in mind the responsibility of the Federal District Commission in regard to different matters. I represent a constituency in Vancouver and I think my people would support me in coming down here and doing an important job on the Federal District Commission to help to make a beautiful capital, spread out on both sides of the Ottawa river and in the two provinces, even helping to pay for bridges, although we do not get any help ourselves to put bridges across my own rivers. However, when it comes to the question of the pollution of the Ottawa river, we should take a very close look at whether or not federal money should be spent to help the city of Hull clean up its sewage disposal problem or help the city of Ottawa likewise. Our main financial problem in the metropolitan district of Vancouver is how to find money to put in our great trunk sewer system and we have not found it. It should be clearly understood that people in the outlying parts of the country would take a very dim view of federal money being spent on a purely local problem of sewage disposal. Of course, the whole Ottawa river is an absolute scandal and disgrace on that particular matter and the further down you get the worse it becomes, as we heard last week. While we have an interest in it, in the Federal District Commission, for the obvious reason that we are now studying all aspects of everything that concerns the national capital and the people living inside the new and enlarged borders, we should not go away with any false idea that the people of Vancouver for instance are going to pay any part of the sewer bills of the people of Ottawa or the people of Hull.

Mr. RICHARD (*Ottawa East*): I suppose Mr. Philpott will agree to modify that to say that if the city of Hull and the province of Quebec devise a plan to have a sewage disposal plant either on the Ottawa side or on the Hull side, we will be interested as citizens of Canada in contributing to that plant, as

owners of a great portion of land within those two areas—just as taxpayers ordinarily have to contribute towards the maintenance of sewerage in their municipalities.

Mr. PHILPOTT: Of course, precisely—equal rights but no extra rights.

Senator LAMBERT: There is a point appearing on the statement. I agree with it in principle but in effect there would be nothing accomplished in this problem until we deal with the priority problem of sewage disposal in the river, with federal participation and leadership in connection with it and in provincial cooperation between the two provinces and involving the municipalities. It cannot be done without that leadership. As has been stated already, the F.D.C. has advanced money representing revenues raised from the people of Canada, in supplying expenses for sewers in and around the city of Ottawa. There is over \$2 million here which has been expended over the past year by the F.D.C. in giving sewage services to extensions of the municipality of Ottawa on the Ontario side of the river. As was pointed out at that time, when that evidence was being given, that contribution simply aggravates the pollution problem in the river because all the outlets which have been developed in that way are emptied into the Ottawa river and to that extent the federal authority must assume its share of joint responsibility in connection with meeting this problem.

Mr. PHILPOTT: Could I add one word, as I do not want any misunderstanding to be put on this, the most important thing which will come before this body this year. It seems to me we should be very clear on one point, that our federal responsibility on this national capital plan is that the fact that the national capital is here makes it a special local problem and therefore it was quite a fair proposition for the federal authority to advance money for the sewers and other things in advance of needs, because this was a national capital. I agree entirely with the point made in this very excellent brief this morning, that we should give exactly the same treatment on the Quebec side to the city of Hull as has been given on the Ontario side to the city of Ottawa. I agree entirely with that point but I think we should be very clear in our own minds that simply because it is a national capital I am not to be supposed to use my influence in any way to have my citizens or my constituents pay any part of the legitimate sewer bills which should be paid by the city of Hull or the city of Ottawa.

By Senator Gershaw:

Q. I would like to ask His Worship one or two questions about the sewage disposal problem, which is certainly in our lap at the present time. We might as well explore it and see what we can find as fundamental. I would like to ask him first if the health department of the city of Hull has made any special study or any representations as to the unpleasant or serious effects of the polluted water in the homes or among the people of the city.—A. We certainly are not satisfied with the water we are drinking. The big proof is that we have been studying this filter plant, with one object and one goal, to get purer water. That has been done for years and years. This report was asked by the authority which was in office before me and we just got it prepared.

Q. Does that mean that they are convinced they are not getting pure water at the present time?—A. Absolutely, they are asking us every day if this question is going to go to sleep. I said no, but it cannot be done immediately, that we must be prepared and before the filtration plant we must secure the rehabilitation of the services, the pipes and other things.

Q. Does that impurity come from sewage up in the river, further up?—A. Yes.

Senator REID: My question refers to page 20. This is asked in order to confirm or otherwise the statement made on that page: "The various surveys which have been made for the benefit of the city also benefit the Federal District Commission, and on that point, we noticed in appendix 4 of the report of the Federal District Commission that the commission has paid certain sums to towns or municipalities for traffic surveys as well as zoning surveys". Of course, you are asking for the same consideration, to get the same service in your city. I am asking you is that correct, that the Federal District Commission has made contributions for traffic surveys. After all, we are investigating the activities of the Federal District Commission.

Mr. FOURNIER: In appendix 4—I have not got it in my brief—there is mention of \$1,000 being paid to Wilbur Smith for a traffic report in Ottawa and \$10,000 paid in helping the authorities in zoning. We have a traffic report in also on zoning.

Mr. CARON: You claim that \$1,000 was given to the city of Ottawa by the Federal District Commission to help them with the traffic problem.

Senator REID: On appendix "F" headed "City of Hull, Cost of Appraisals and Surveys". Down on the itemized list I find "1953, Traffic Lights, \$34,784." That is surely not for survey. Surely that is the cost of the traffic lights, yet is headed "Cost of Appraisals and Surveys".

Q. Does that amount of \$30,000 include the amount spent in 1951 and 1952—A. Yes.

Mr. CARON: We have to admit a lot of this was spent for nothing, because we had to take away a lot of those lights.

Senator REID: Is that for traffic light installation?

Mr. FOURNIER: This was for the traffic lights.

Senator REID: Not the appraisal?

Mr. FOURNIER: No.

By Mr. Richard (Ottawa East):

Q. You spoke about the Montclair boulevard a while ago. Is that land Federal District property?—A. Absolutely. All the yellow parts here are Public Works, and the green is federal district. Absolutely true. I have a letter from Mr. Young, the minister, on my desk for two weeks advising us to come together with the federal district and discuss this matter. But, we have had to spend all our time—and still we are lacking some documents there—so we spent all the time that we could possibly take to prepare the brief. We are once more invited to discuss this matter with the F.D.C. and it says in this letter that they will be willing to accept the understanding that we can reach.

M. Richard (Ottawa-est):

Q. Je voudrais mettre cette affaire au clair. Il ne s'agit pas d'un "parkway", mais d'une route du genre de notre "Queensway" à Ottawa; le terrain serait fourni par le gouvernement fédéral et, actuellement, il n'y aurait que le coût de construction à défrayer; alors, croyez-vous que la municipalité et la province coopéreraient avec le gouvernement fédéral pour le coût de la route? —A. Presently, I really think it should be studied as suggested by Mr. Young between the federal district and the city of Hull. Then you will know exactly what we need. We will know exactly the money we will need, and if we do need help.

Q. I think it is a very good project.

M. Caron:

Q. Est-ce qu'il y a eu, de la part du ministère des Travaux publics, une offre de transférer ce terrain à la ville?—A. I do. But I have this nice letter of Mr. Young in which he says that he is willing to cooperate.

By Mr. Caron:

Q. Yes, but that cooperation, does it include the transfer of the land required for the road to the city of Hull?—A. I may be too fast, as I usually am, but I do certainly deduct that from this letter.

By Mr. Mang:

Q. Coming from a part of the country that is not too close to Ottawa and Hull, perhaps I may be forgiven for raising this general point. I hardly think it fair that I should put it in the form of a question, but I just wish to raise this general point. I might say this, I think this is a very well prepared brief. I notice that there are recommendations which require—at page 20—these recommendations recommend that the Federal District Commission through the federal government give considerable help to Hull by way of the boulevard, by way of water services and these other points that are mentioned here. In view of that, I am just wondering how to reconcile these recommendations for more expenditures of money in the assistance of Hull with the recommendation number eight which is very positive. It says, Hull is opposed to any political integration. In other words, Hull wishes to maintain its political entity?—A. Yes, sir.

Q. But there is a request for a boulevard, and these other requests I have mentioned; requests for more federal buildings in the area. There are certain questions raised with regard to the power of expropriation and so forth. I am just raising the point of how we can reconcile these requests with that very positive stand taken with point eight of the recommendations.

As I said before, I am just raising the point, and I do not think that it would be fair, perhaps to ask for a definite answer. It was probably a legitimate point to raise but what I am getting at is: with respect to the federal buildings, federal boulevards, federal assistance to the extent that is asked for, how can I reconcile that with the point that you want to maintain your political entity as Hull. I am just raising that point.—A. Sir, if we go back to the first idea of the federal district and the national plan, then we have been given by God the precious value of the Gatineau park. It has been said that it is unique in the world, being at the door of the capital. That belongs to the province of Quebec, and partly to the city of Hull. We were willing, we are willing, and we will be willing to cooperate in every sense of the word as far as we can humanly possibly do to develop this for the benefit of not only ourselves, but for the capital of our country, Canada, for the entire population of Canada and for all the tourists that will come and visit Canada. They will have the privilege, in 15 minutes from the parliament buildings, or the Chateau Laurier in the middle of the city, of getting to this most beautiful natural site. We have certainly opened the doors, and we are not, in any sense of the word, going to close them, or to make them narrower. At the same time, you must admit that these developments, of all sorts, give us consideration and bring us people; and that creates problems, it is true.

In this study, and its conclusions, we think it is absolutely fair for us to ask and obtain a contribution toward the cost of the developments, which is good not only for the city of Hull, but for the benefit, once more, of the good name and prestige of Canada, Ottawa and Hull.

Mr. MANG: I want to thank Your Worship very much for your comments. My point was not raised in any critical sense, but I am from the prairies and I am just learning of this beautiful part of Canada which I did not know existed before.

Mr. CARON: May I add something for the benefit of Mr. Mang. Starting from the principle that there should be no taxation without representation, we do not want to come to what they have in Washington, where a commission decides there is so much to be spent, and the government will pay so much and then will tax the population for the balance without even consultation. That is what they have in Washington; that is what they have in Mexico, and I think in Rio. This is one thing we do not want to get into in Canada.

Senator CONNOLLY (*Ottawa West*): Mr. Chairman, would the mayor say whether Hull receives municipal grants from the federal government?

The WITNESS: Mr. Clairoux will answer that, yes, senator.

Senator CONNOLLY (*Ottawa West*): Do you qualify for grants under the Municipal Grants Act?

Mr. CLAIROUX: Yes, senator.

Senator CONNOLLY (*Ottawa West*): What amount do you estimate you received for 1955?

Mr. CLAIROUX: I do not remember exactly. I can tell you what amount is budgeted for the present fiscal year starting the first of May—\$159,500.

Senator CONNOLLY (*Ottawa West*): What percentage of your tax revenue is that approximately?

Mr. CLAIROUX: The budget is \$2,319,000.

By Senator Connolly (Ottawa West):

Q. On page 12 of your brief in the second paragraph you say:

We notice, in addition, that the Federal District Commission pays no taxes on the land it occupies in our city. However, we believe it would be fair and reasonable for it to pay in the future the cost of the local improvements bordering on its properties...

I would ask this general question first: I take it that the city of Hull is not asking for any different treatment with respect to grants in lieu of taxes than are paid to the city of Ottawa. Perhaps this is a question for the mayor.

Mr. CLAIROUX: Not at all. As a matter of fact we are asking less for the Federal District Commission property than we do for other properties because all we ask is for payment of water, which actually is a commodity, that is supplied to the Federal District Commission and also for the street lighting.

Senator CONNOLLY (*Ottawa West*): My point is this: in Ottawa I understand that municipal grants are made to the city in lieu of taxes on buildings, but not with respect to parkways or parks of any kind; and I understand that local improvement payments are made in grants under the Municipal Grants Act in Ottawa, but not in relation to parks. Is that so?

Mr. CLAIROUX: That is quite right.

Senator CONNOLLY (*Ottawa West*): So what Hull is looking for here is no more than the application of the same formula which applies on the Ontario side?

Mr. CLAIROUX: I believe so.

By Mr. Caron:

Q. There is another thing: in Ottawa the Federal District Commission takes care of the upkeep of the parks under its charge while in Hull they look after their own parks entirely. The municipal parks in Hull are looked after by the municipality of Hull.

Senator CONNOLLY (*Ottawa West*): I wonder if we can make that clear. As I understand the situation in Ottawa, with regard to ornamental parks, which are presumed to be city parks, parks that a city of the size of Ottawa should normally have, if the Federal District Commission takes over the maintenance of these parks, then when Ottawa gets its municipal grant that cost is deducted from the amount of the grant. Is that right?

Mr. RICHARD (*Ottawa East*): It amounts to about \$275,000 in Ottawa.

Senator CONNOLLY (*Ottawa West*): I think we want a record here of the point that in so far as grants to the city of Hull are concerned, Hull is not looking for anything more than Ottawa gets under the formula, and the same protection precisely.

Mr. RICHARD (*Ottawa East*): The centre of the capital, as you point out is here. The city of Ottawa does pay for the upkeep of its own parks, and it is taken from the municipal grant.

Senator CONNOLLY (*Ottawa West*): Certainly.

Mr. RICHARD (*Ottawa East*): What does the city of Hull want? Their parks are not kept up by your commission?

Mr. FOURNIER: The problem appears to be this, as shown in yellow, that is, the Public Works Department, and we are getting a grant in lieu of taxes for that land, but we have only two federal buildings, the armouries and the Printing Bureau, while Ottawa has more of a grant because it has more buildings. On the other hand for all the land in the green colour we are not receiving anything, so we are asking that the local improvements, aside from the Greenbelt—be shared by the Federal District Commission and also that the upkeep of the parks along that area be paid for by the Federal District Commission.

Mr. RICHARD (*Ottawa East*): Which parks?

Mr. FOURNIER: The Federal District Commission parks.

Mr. RICHARD (*Ottawa East*): Who maintains them now?

Mr. FOURNIER: They are maintained by the Federal District Commission but the same problem applies to the Chaudiere bridge. It was built by the Federal District Commission but now they want the city to pay for the lighting of the bridge and we do not think that we should.

Mr. RICHARD (*Ottawa East*): In the city of Ottawa where the Federal District Commission owns the parkway like you have there, you call it what? That green portion here? They do not pay any municipal taxes on that?

Mr. FOURNIER: No. We want some of it for the simple reason that we have not got the buildings. Those are vacant lands, and there is too much land proportionately and there should be more federal buildings or taxes or revenue.

Mr. RICHARD (*Ottawa East*): It is a special case.

Mr. FOURNIER: Yes, it is a special case and it applies now. You know the problem.

Senator CONNOLLY (*Ottawa West*): In so far as the Jacques Cartier park is concerned, which is on the Quebec side of the Interprovincial bridge, you want some of the taxes or a grant from the Federal District Commission for the maintenance of that parkway. Is that so?

Mr. FOURNIER: That is not exactly the Jacques Cartier park. It is, so to speak, the Fairy lake district, and we have to establish a sewage system along this section, and the cost has to be borne entirely by the city of Hull.

Senator CONNOLLY (*Ottawa West*): Is that not a municipal project essentially?

Mr. FOURNIER: Yes, but if there were no parks on one side we could have construction there and could receive taxes on the other side of the street.

Senator CONNOLLY (*Ottawa West*): I think you have a good point there; but at the same time there is an offsetting factor in that the values of the property adjoining that parkway are greatly increased and you do get better tax revenue from them.

Mr. FOURNIER: Not for local improvements.

Senator CONNOLLY (*Ottawa West*): I am talking about taxes. Local improvements disappear after a while, but I am talking about taxes and I wonder if you could find compensation there. That land was taken for the Jacques Cartier park just a few years ago. You had very valuable commercial installations and you had previously installed your sewers and water mains there. So what you wish to have now are the tax revenues from that park which have disappeared because of the expropriation. I think that is the point, and it is something where the city has a complaint.

Mr. FOURNIER: The main point is shown in exhibit B which shows that the amount of \$6 million spent by the city, was caused mainly by the purchase of properties by the government. All this section of the city was reserved for local improvement work. Everything was done there, and then all this section disappeared from our city and we could not establish anybody therein. We had expensive services past this line, and this is where we spent \$6 million because we had to push our way and to annex this section. The plan which has been prepared shows the route, and the different colours show where the local improvements were added on account of the purchase of land. The city diminished to the extent that we had to push our way and to annex property and we had to annex again according to the plan that was accepted.

The CHAIRMAN: The meeting will now adjourn.

AFTERNOON SESSION

3.30 p.m.

The PRESIDING CHAIRMAN: Gentlemen, we have a quorum. Before we proceed further with the questioning, Mr. Fournier wishes to correct an answer he gave this morning.

Mr. FOURNIER: Mr. Chairman, the correction relates to the figures that were cited in discussing appendix F about experts reports. I stated that \$1,000 was paid to the city of Ottawa, but the correct figure should be \$4,525 for a circulation report by Mr. Wilbur Smith; and the help for zoning purposes which was given by the Federal District Commission should be \$15,000 instead of \$10,000.

Mr. CARON: You say \$15,000 was paid by the Federal District Commission?

Mr. FOURNIER: To two municipalities for zoning purposes.

Mr. CARON: And \$4,500 was paid by the F.D.C.?

Mr. FOURNIER: To the city of Ottawa for the Wilbur Smith report on circulation.

Mr. CARON: That is a total of \$19,000.

Mr. FOURNIER: Yes, for these two items.

Mr. LEDUC (*Gatineau*): The zoning bylaw in Hull—the plan of the zoning was prepared by the Federal District Commission for the city of Ottawa?

Mr. FOURNIER: No, but help was furnished by Mr. Greber and Mr. Issalys, and the Federal District Commission authorities cooperated with the city of Hull in preparing the brief.

Mr. LEDUC (*Gatineau*): And the zoning bylaw?

Mr. FOURNIER: The zoning bylaw; and also Mr. Pelletier of the provincial government helped the city.

Mr. THOMAS MONCION, Mayor of Hull, called.

The WITNESS: He stopped for two days at the city hall giving of his experience.

Mr. LEDUC (*Gatineau*): And the assistant to the District Commission also spent a good many days on this?

Mr. FOURNIER: Yes, Mr. Issalys sat with the committee, and he has been appointed a member of the planning committee of Hull.

Mr. LEDUC (*Gatineau*): And we had the services of all the personnel of the Federal District Commission?

The WITNESS: That is right.

Mr. LEDUC (*Gatineau*): They wrote the brief, and everything—

The PRESIDING CHAIRMAN: Are there any other questions?

Mr. BLAIR: On page 9 there are Recommendations for the National Capital. Will the mayor explain whether recommendation No. 2 at the foot of the page is the responsibility of the Federal District Commission? Is it suggested that it should become a responsibility of the F.D.C.?

Mr. CARON: Is that the one about the Catholic School Board?

Mr. BLAIR: No. It is about an agricultural school and a mental deficiency hospital.

The PRESIDING CHAIRMAN: Dr. Blair, is it recommendation No. 2?

Mr. BLAIR: Yes—No. 2 on page 9.

Mr. CARON: The second part—in the middle.

Mr. BLAIR: It is the very last on the page.

Mr. CARON: School for mentally deficient children.

The WITNESS: We certainly feel the need for such an institution.

By Mr. Caron:

Q. But this is a provincial matter.

M. LEBLANC: C'est un comité consultatif.

M. CARON: Oui, à titre consultatif, mais ils ont quand même fait le travail, et le département a préparé un rapport qui a été soumis mais qui a été amendé par la suite; mais tout de même, ils ont donné une quantité énorme de temps à ce travail-là. Yes, I will admit that immediately, but at the same time if we could go to the provincial authorities and be able to offer them the land we would not expect anything else from the Federal District.

By Mr. Blair:

Q. I see. That is the point. You want the land, and the same applies in the case of the agricultural school. I am in full agreement.—A. Exactly, sir, but I must admit that already officials of the commission, Mr. Hay and Mr. Cram have mentioned one site which they would be ready to allow if the authority believed it to be suitable; and yesterday I saw Mr. Raymond, the chairman of the school board, and I gave him that message. They are surveying the site together with other members of the commission to see if it would be in accord with their wishes.

Mr. BLAIR: You understand that in the previous paragraph you say: "We foresee the land will be required—" and then you say: "Moreover, we believe that the national capital should include the following institutions—". You do not say anything there about land.

Mr. CARON: It is on the lower part of that sheet.

Mr. BLAIR: Would you like to insert there "Should include the land".

Mr. FOURNIER: It is a translation of the French—the French is more to the point.

Mr. BLAIR: I know, but would you like to insert there the words "include the land for" the following institutions.

The WITNESS: I see your point. Sure.

Mr. BLAIR: I think that would read better.

By Mr. Caron:

Q. Mr. Moncion, on the same point, I see that in the middle of page 9 of the English text you mention a requirement for land in respect of a home for old people or for people suffering from chronic diseases.

Are there not, beside the present hospital two pieces of land, one reserved for this use and the other reserved for the mentally deficient—one facing St. Raymond street and the other facing Gamelin boulevard—sites which were reserved before?—A. The land is still there, reserved for that purpose—the establishment of a home for old people or for people suffering from chronic diseases. Really, I grant you that this is something which I do not think should be there because we have the land already.

Q. For those two institutions?—A. Absolutely. I must admit that.

By Mr. Leduc (Gatineau):

Q. Would you agree, Mr. Moncion, that an agricultural school together with a modern farm and also an institution for mental patients should be established in the Greenbelt and not outside?—A. Certainly.

M. Caron:

Q. Monsieur Moncion, à la page 8 du texte anglais, et à la page 8 du texte français également, il est question, "près de l'école Reboul," d'une partie de terrain pour l'Institut Jeanne d'Arc, qui désire bâtir une institution. Vous êtes au courant du fait que les autorités de cette région veulent également maintenir le terrain de jeux qui est essentiel au bien-être de nos jeunes; il n'y a probablement pas de place pour les deux institutions au même endroit.—R. Je crois que. . .

Q. . . . et il faudra reculer le terrain de jeux d'une façon ou d'une autre.—A. Oui, mais nous avons, avec des experts, des ingénieurs et les autorités, examiné ces terrains et nous croyons que cette institution des révérendes soeurs pourrait s'installer là et donner l'agrandissement désiré pour le terrain de jeux, et nous aurions en même temps les deux, l'une à côté de l'autre.

Q. Mais vous allez remplir ce terrain là complètement?—R. Mais, il y a la question du terrain de jeux où une partie est du remplissage qui ne serait pas propre à une construction et qui pourrait facilement servir à l'agrandissement du terrain de jeux, tout en laissant la partie solide suffisamment grande pour la construction de cette institution, au coin de la rue Reboul et de la rue Maisonneuve.

Q. Oui, mais nous avons aussi des terrains qui sont beaucoup mieux, et que vous pourriez probablement demander au ministère des Travaux publics, ici, pour l'institution des soeurs de l'Institut Jeanne d'Arc?—R. Ceci, c'est beaucoup mieux que cela. (Indiquant sur la carte.)

Q. Et le terrain de jeux situé au coin de la rue Reboul, où les autobus passent à la porte?—R. C'est exact, entre Notre-Dame et Champlain, laissant une cour ici (indiquant sur la carte) afin de garder la beauté du parc. Nous prétendons, avec M. Issalys, que cet endroit là avec les beaux arbres, c'est le

premier choix pour l'institution des soeurs de l'Institut Jeanne d'Arc. Je suis parfaitement d'accord, et je suis heureux que vous me donniez votre appui pour influencer la Commission du district fédéral, et que l'on nous donne tout celui-là pour notre terrain de jeux.

M. CARON: Je m'oppose à ce qu'on enlève le terrain de jeux.

M. MONCION: Je suis parfaitement d'accord.

M. LEDUC: Est-ce que ce terrain n'appartient pas plutôt au ministère des Travaux publics?

M. CARON: Il appartient au ministère des Travaux publics.

M. MONCION: Ils sont tellement parents, la Commission du district fédéral et le ministère des Travaux publics, que je suis très heureux d'être entre les deux.

Mr. CARON: For your information, instead of putting the school near the new printing bureau, there would be land at the other end near Reboul street which would be much better for the young girls who are working over here in the government. The mayor says it would be a lot better if they could get it and that it would certainly be a beautiful site and would not detract from the beauties of the Greenbelt over there.

The PRESIDING CHAIRMAN: Are there any other questions?

Mr. CARGN: There is just one thing. I want to be fair to the city of Hull and also to the Federal District Commission. There is an appendix on the expenditures of, I think, \$6 million.

Mr. FOURNIER: It is appendix "B".

By Mr. Caron:

Q. There are a lot of factors and it has been stated that the cost was mainly caused because of the expropriation, or the taking over, of land which was previously occupied by houses. But are there not in those figures a lot of things which would have been done normally if the Federal District Commission had not existed—that is in that figure of \$6 million?—A. Do you not think, Mr. Caron, that although they are to a certain extent municipal duties, we were forced to proceed with them much in advance of the need for them and perhaps to a larger extent. Is there any one in particular which you would like to discuss?

Q. There is the question of the by-laws numbered 448, 459, 475, 478, 486 and 503. I really believe that a good part of those would have been dealt with by the city even if no expropriation had been made by the Minister of Public Works, because the natural extension of the city has been increasing the same as in any other city. Ottawa has increased and not due to the fact that there is a Greenbelt contemplated. The city of Ottawa has increased the same as the cities of Montreal, Three Rivers and Sherbrooke; they increase normally and the services have to be given.—A. Surely.

Q. I really believe that a good part of this would have to be done anyway.—A. But only to a certain extent. You must take into consideration all the people living and established on Laurier, Maisonneuve and Sacred Heart. A number of houses had to be demolished and had to be removed as a result of the extensions near the cemetery, and then in your end of the city, so it may be naturally that we would have had to do it in any event.

Q. But I think it also had to do with the loan they had to build the buildings.—A. The need for those houses was created by the acquisition of the properties which the F.D.C. took over and the public works.

By Senator Reid:

Q. May I ask about the local improvements. I think that I will agree with my friend here because I see "paving and sidewalks \$393,300". Surely you

would have to provide paving and sidewalks wherever there are houses. My question is: have you any local improvements—say when a new sub-division goes in or even an old one goes in—similar to what is done in other provinces where it would be a direct charge on the property and not on the ratepayers as a whole? True it is a debt on the city which you had, but it is not an even debt. The man who builds is charged for his sidewalks and water and sewer; but that is not a debt on the whole city or town; it becomes a debt against his property. We may be looking at it a little unfairly.

Mr. CLAIROUX: In most cases, I believe in most cities, the share of the cost is split usually in two—the property owners on both sides of the street. In the case of Hull, in many instances, one side of the street is owned by the Federal District Commission, or the Department of Public Works, and in many cases they do not pay local improvements, so the charge is made to the city at large. I would say in all those projects that the city instead of paying maybe 10 or 20 per cent, is paying more than 50 per cent of the total charge on account of the lands being owned by the crown.

Senator REID: I think that there would be a grievance there, that the other side of the street is owned by the Federal District Commission and not carrying part of the improvements.

Senator CONNOLLY (*Ottawa West*): Do you not get something under the Municipal Grants Act when the land is owned by the Department of Public Works or other federal departments?

Mr. CLAIROUX: Yes, we do; but not from the Federal District Commission.

Senator GERSHAW: How fast has Hull been growing? For instance, have you the total assessment in 1948 and the present assessment?

Mr. ROGER: We had a total of taxable property of \$35,900,000 in 1950-51. In 1956-57 the amount of \$44,950,000.

Mr. CARON: What was the next figure?

Mr. ROGER: \$44,950,000.

Mr. CARON: For what year?

Mr. ROGER: 1956-57.

Mr. GOUR (*Russell*): It is up by \$11 million.

Mr. LEDUC (*Gatineau*): No, it is up \$9 million.

Senator REID: What was the mill rate in 1950-51 as against the mill rate now?

Mr. CLAIROUX: I think the mill rate was the same, 16½ mills.

Senator REID: In 1950-51?

Mr. CLAIROUX: As against 1956-57.

Mr. RICHARD (*Ottawa East*): But your assessments increased in the meantime.

Mr. CLAIROUX: Yes, about \$9 million.

Mr. RICHARD (*Ottawa East*): I mean your basis of assessment.

Mr. CLAIROUX: Yes. We had a reassessment in 1947-48, but that was before the figure which I gave you just now.

By Senator Lambert:

Q. In connection with this statement of cost of local improvements, while I think we are all in sympathy with the point of view that has been expressed here by the mayor and the treasurer, I am of the opinion that this committee is hardly competent to discuss these details intelligently, and particularly as they relate to the field that is covered by the Municipal Grants Act. It has been pointed out that the Federal District Commission appropriations have not come

within the scope of that act, but there is no reason in my opinion why any land which is expropriated by the Federal District Commission, whether it be through the Federal District Commission or through any other department, should not come within the scope of the Municipal Grants Act. The Department of Finance today has a branch which deals with municipalities all over this country in relation to these municipal grants; and the policy of the government as stated by the Minister of Finance when he presented the bill last year—the amended bill—the policy was stated very clearly that it was the intention of the government to meet the demand of the municipalities to the extent of 100 per cent of their assessed value in areas where the properties are owned by the federal government and were subject to grants in lieu of taxes. I think that most of those statements should be the subject of discussion and settlement if possible between the municipality, the city of Hull, and the Department of Finance or with the branch of the Department of Finance which deals with the assessment values in different municipalities with which it is concerned, because naturally I am sure that you all agree that this committee is hardly competent to base any kind of a definite and intelligent opinion on this subject.—A. We certainly agree with the honourable senator. It may not be proper for me to say what is in my mind, but would it be within the scope of this committee to make a request to those authorities of which you speak?

Q. Yes, it would.—A. To come to an agreement within a certain time. We hate to say it but we have had a claim pending since 1950 which has not been settled yet as to clear figures. Could there be a simple request made by this committee to those authorities that these figures should come to a settlement within a year after.

Q. Commenting on what you are saying as a purely personal view, I should think that in the report which this committee is bound to make at the conclusion of its enquiry reference should be made to the brief submitted today by the city of Hull.—A. Thank you very much.

Q. And one of the problems raised in that brief was this very one, that of dealing with expropriated property. There is a suggestion in it that this problem is one which would logically come under the consideration of the Department of Finance or of that branch of the department which deals with the administration of the Municipal Grants Act.—A. Would you have any objection?

Q. I am favourable to making that reference, but it is up to them with their machinery to examine into this problem and to ask you to make representations to them directly. They could make them in this form or in any other form.—A. Many times we have been at different offices and arranged with various officers to study the things which were due since 1950.

By Mr. Leduc (Gatineau):

Q. What would those things be?—A. Compensation for taxes, of which the amount is \$42,000 and something.

By Mr. Caron:

Q. Those are taxes which were paid by tenants renting houses which had been expropriated. They were supposed to pay the taxes. The taxes have not been paid yet. They were paid in the rent to the Department of Public Works, but that department has not paid them to the city. It amounts to \$42,000 and they have to pay it.

Senator LAMBERT: Was that in connection with water rates?

Mr. CARON: No. When they rent something and the taxes are charged in the rent—five per cent of the cost and the taxes and the insurance—this is

collected in the monthly rents, and the department was supposed to give back to the city a part of the taxes which were collected. It amounts to about \$42,000 but it has not yet been paid since 1950-51.

Mr. MANG: The Federal District Commission collects it?

Mr. CARON: No. It is done by the Department of Public Works. The Federal District Commission does not have anything to do with it.

By Mr. Richard (Ottawa East):

Q. Following up what Senator Lambert said, I think we must differentiate between the problems which relate to public works in the municipalities and the problem of the Federal District Commission with the municipalities. This last problem involved the Public Works Department and we simply cannot do anything about it. I wish we could stick to the problem of these improvements, these rights which they may acquire for compensation, and things which relate to the Federal District Commission.—A. You are perfectly right.

Q. I do not like to get into the public works end of it now because you can always deal with them or with the Department of Finance; but when you deal with the Municipal Grants Act the Federal District Commission is not included in the Municipal Grants Act. But in the meantime we cannot study the problems of the Public Works Department here. It is enough for us to settle what compensation could be given and the problems of the Federal District Commission in the municipality of Hull, in this case, without going into the Department of Public Works.

Mr. CARON: It is a good thing that it has been brought up so that people will know the difference, where the Federal District Commission is responsible and where the Public Works Department is responsible.

By Senator Lambert:

Q. It is very pertinent in this connection to raise this point now. Last year when the Municipal Grants Act as amended was brought into the house and passed, it included grants made on the new basis entirely, with the undertaking that in the near future the basis would be 100 per cent of the assessed value of those properties taken over and occupied by the federal government; and in the case of the city of Ottawa the grant was made without any hearings or any enquiry whatsoever on the part of the parliamentary committee. It was done as a result of an enquiry and investigation by the branch of the Department of Finance and what they established as the basis for those payments. Now then, if that is true with regard to the city of Ottawa, it should be possible for the city of Hull to have the same sort of consideration in matters that are definitely municipal in character.

I just mention that because I think it brings out the point that the Federal District Commission and this joint committee can deal with something in the larger aspects of it, and in making its report it should take notice of this very point, and point out that it is not competent to make recommendations on it because it only comes under the scope of the Department of Finance, and the Department of Public Works in relation to the Municipal Grants Act.—A. I wish to thank you very sincerely for this very able statement.

The PRESIDING CHAIRMAN: We wish to extend the thanks of this committee to Mayor Moncion and his staff for coming here today with this very important brief.

The WITNESS: I do not wish to delay this meeting as I know the members have important work waiting for them. I wish, on my behalf and on behalf of the authorities and of the assistants I have here, to offer most sincere thanks to both chairmen and to the members of the committee for the good attention

and the really cooperative spirit which has been presiding over these discussions. I assure you of our entire desire for the most complete cooperation humanly possible from the Hull side.

The PRESIDING CHAIRMAN: We should remember that on the 22nd, Tuesday of next week, we are to make a visit to the Walkley road railway project, meeting in front of the Peace Tower at 10.30. We should like to leave not later than 10.30 on Tuesday morning.

Senator REID: May I ask if you are making plans to take us to see the full extent of the Greenbelt, to see the full extent of the Federal District Commission area? We have been looking at it on maps but I would like to get out and see it.

The PRESIDING CHAIRMAN: I do not think we can arrange to do that on Tuesday, but we will certainly look forward to visiting the Greenbelt, especially on the south side of the river.

Mr. CARON: I have here the president of our Chamber of Commerce. He did not present a brief, but would like to do so. Would it be possible to accept it?

The PRESIDING CHAIRMAN: We have a brief which has been prepared by l'union des Chambres de Commerce de l'ouest.

The WITNESS: That is a different body.

Mr. CARON: If we could arrange to have it in not later than the end of next week, would that do?

The PRESIDING CHAIRMAN: Yes, May 24 or May 25.

Mr. PHILPOTT: Do we meet tomorrow morning?

The PRESIDING CHAIRMAN: No, we will meet at the call of the chair, on Thursday next if we can.

SENATOR LAMBERT: We are supposed to come tomorrow, according to the list.

The PRESIDING CHAIRMAN: No, it was mentioned that the brief of the city of Ottawa would be in our hands tomorrow afternoon and the mayor thought she had to come here to deposit the brief. I told her it was not necessary, that she could send the brief tomorrow afternoon so that the members of the committee could have a look at it during the weekend.

Mr. CARON: In regard to these private reports which have been tabled by the city of Hull, will they be incorporated in the printed report?

The PRESIDING CHAIRMAN: They will be kept for reference in the committee branch but will not be printed in the minutes.

The committee adjourned.

The following is the English translation of the Proceedings conducted in French on this date.

The PRESIDING CHAIRMAN (*Mr. Dumas*): Doctor Gershaw, members of the Committee, we now have a quorum and we have before us for consideration an important brief which has been prepared by the authorities of the City of Hull. The City Council is represented this morning by His Worship Mayor Thomas Moncion, who is accompanied by the following officials: Messrs. H. Léon Leblanc, City Clerk; Roy Fournier, Legal Counsel for the City; Bernard Clairoux, Treasurer; Laurent Thauvette, Engineer; René Roger, Assessor; Adéodat Lambert, Building Inspector; Adrien Robert, Director of the Police Force.

Once again, I wish to draw the attention of all those who are kind enough to come and testify before this Joint Committee of the Senate and the House of Commons to the fact that we have a strong desire to proceed in the best possible spirit of co-operation. Our sole purpose is to contribute to the implementation of a plan for the beautification of the National Capital which will be the pride of the Canadian nation. In the working out of such a plan there are several partners concerned. We wish to hear them and we are convinced that they will be of valuable assistance to us in preparing the report which we shall have to draw up at the end of these sittings.

Now, the procedure we shall follow this morning is as follows: We have French and English reporters, Mayor Moncion will read the brief in French and those who wish to ask him any questions will be welcome to do so. We have an interpreter who will be able to summarize what has been said in French for the benefit of those who do not understand French. In that way, I do not think we shall have any difficulty. Furthermore, I would ask those who intend to ask His Worship Mayor Moncion questions in French to kindly prepare them a little in advance and ask them in succession, in order that the Minutes of the Committee will not be too mixed up.

The PRESIDING CHAIRMAN (*Mr. Dumas*): I shall now call upon His Worship Mayor Thomas Moncion to read the brief from the City of Hull.

His Worship Mayor THOMAS MONCION: Honourable Senators, Members of the House of Commons, rest assured that I shall be as brief as possible and that we are very grateful to you for giving us the opportunity to present this brief. Consequently, I shall do so as quickly as possible.

His Worship Mayor THOMAS MONCION:
Mr. Chairman,
Sirs:—

Upon beginning my remarks, permit me to draw the attention of your Committee to some achievements of the Federal District Commission in the City of Hull.

In the past few years, the Federal District Commission set up, on the banks of the Ottawa River, a park extending from the Interprovincial bridge to the Gatineau river. Jacques Cartier park provides a magnificent view of Parliament Hill. The demolition of houses which formerly existed there brought great improvement to that sector of the City, especially when it is recalled that the area was also spotted with gas tanks a few years ago.

The Federal District Commission also set up in our City other parks of smaller area, namely the Fountain, St-Mary and Breboeuf parks, which contribute to enhance the appearance of the Laurier, Frontenac and Tretreault wards.

Moreover, by the building of two new parkways, namely the Gatineau parkway and the Fairy Lake parkway, the Federal District Commission brought special development to another sector of our City, which formerly had not been developed to its full value because of numerous expenditures that such a development involved.

The recent elimination of streetcar tracks from the Chaudiere bridge, as well as the building of a new traffic lane on the same bridge, did improve the appearance of that area as well as traffic itself.

I am happy to make these deserved remarks to the credit of the Federal District Commission, on behalf of the people and City Council of Hull.

I should add, however, that we greatly appreciate the opportunity given us today of submitting to your Committee certain points which we have been trying to make for some time and which, we hope, will meet with your approval.

We have noticed particularly that the representation of the City of Hull and of the Quebec area on the agencies of the Federal District Commission is inadequate and that, for that reason, certain projects of prime importance, such as the construction of a new bridge and the extension of Montclair boulevard, have not been undertaken, while other projects have which in our view are less important, for instance, the Sussex street project and the Carling avenue project, the latter being underway at the moment. We have also noticed that the Federal District Commission participated by way of grants in some projects of the City of Ottawa, whereas the City of Hull did not receive such grants following the execution of certain works of the same kind.

CITY AND AREA REPRESENTATION

(a) On the Federal District Commission

The City of Hull believes that its representation on the Federal District Commission is inadequate, as well as that of the metropolitan area of the western part of Quebec.

The City of Ottawa alone is represented by seven members on the Commission, namely: Major General Howard Kennedy, C.B.E., M.C., M.E.I.C., F.E. President of F.D.C.; Mr. Charles Camsell, C.M.G., LL.D., F.R.S.C., Ottawa; Mr. J. A. Ewart, B.A. Sc., M.R.A.I.C., Ottawa; Colonel J. D. Fraser, V.D., Ottawa; Mr. Lawrence Freiman, B.A., Ottawa; Mr. A. J. Major, LL.D., Ottawa; Mr. R. E. Valin, M.D., C.M., F.R.C.S. (C), F.A.C.S., Ottawa; Her Worship Mayor Charlotte Whitton, C.B.E., M.A., D.C.L., LL.D., of Ottawa.

On the other hand, the City of Hull is represented by two persons only, namely, Mrs. Gaston Fontaine, M.B.E., and the Mayor of Hull.

In view of the fact that problems connected with the National Capital affect equally the City of Hull and the City of Ottawa, it would certainly be desirable, for the effective execution of projects of the Commission and for providing some kind of balance in the representation, to add two new members to represent the City of Hull.

We notice, moreover, that the municipalities of the western part of the province have no representative on the Federal District Commission. Considering that two thirds of the district of the National Capital are situated on the Quebec side, there would certainly be justification in appointing a representative of the Metropolitan Council of western Quebec as a member of the Commission.

I also wish to draw the attention of this Committee to the question of substitutes in case of absence. Up to date, as Mayor of the City, I have made it my duty to be present at all meetings of the commission. However, I readily understand that it is impossible for a person to be present at all such meetings and it would be a good thing if a representative could appoint a substitute when necessary.

(B) *On the Planning Committee*

By-law 28 of the Federal District Commission, annexed as appendix 1 to the report, shows the following as members of the Planning Committee: The Minister of Public Works, The President of the Federal District Commission, Two (2) representatives of the City of Ottawa, One (1) representative of the City of Hull, Two (2) representatives of the E.I.C., Two (2) representatives of the R.A.I., One (1) representative of Gatineau County, One (1) representative of Carleton County, Six (6) others, to total 17 members.

We note, however, that there are at present only 11 appointed members and 6 vacancies. On this point, we strongly urge that the vacancies be filled within the shortest possible time. I have already suggested to the Commission that the President of the Metropolitan Council be appointed, but no decision has been made and I repeat that it would be to the advantage of the Commission if he were appointed, considering that he is, so to speak, the mouthpiece of the 15 Quebec municipalities represented on the Council.

Moreover, our representation by a single member is quite inadequate. We do not object to the representation of the City of Ottawa being increased, as long as the City of Hull is represented by three members on this agency.

Again, the National Capital area happens to encompass several municipalities of Pontiac County and, if its limits are to be extended in the future, it will encompass municipalities of Papineau county. It would therefore serve a good purpose to have representatives of these counties sitting on the Planning Committee, as decisions made by this committee affect these counties.

The same remarks made previously regarding the appointment of substitutes apply to members of the Planning Committee.

Political Integration

The City of Hull is of the opinion that beautification plans and urbanization projects are necessary to the district of the National Capital. However, it expresses again today its objection to all requests that could be made towards the political integration of its territory. It is rightly proud of the established political system. While circumstances occur in which municipalities have difficulties in administering themselves, the City feels that this condition is amply compensated by the close and active participation of the various groups of the population in this administration. Citizens of Hull in particular are proud of their municipal system and under no condition would they relinquish the autonomy they have been granted. As Mayor, I take advantage of this opportunity to reiterate the feelings of the population, who strongly is opposed to any political integration or to any change in the administrative system of the National Capital.

I am taking the liberty to read here the motion which was passed at a regular meeting of the Hull City Council, held on May 1, 1956. It reads as follows:

"At a regular meeting of the Hull City Council, held on May 1, 1956 the following resolution was passed:—

Resolved that the Council of the Corporation of the City of Hull strongly opposes and will oppose all measures coming within the framework of the Federal District Commission which might interfere with its autonomy in the fields of municipal, school and provincial affairs.

The Council reiterates its desire to co-operate with the Federal District Commission for the well-being, the beautification and advancement of our city insofar as all its rights are safeguarded and orders that a copy of this resolution be sent to the Right Honourable Louis St. Laurent, Prime Minister, to Alexis Caron, M.P., member for Hull County, to Major-General Howard Kennedy,

Chairman of the Federal District Commission, to Mr. A. Dumas, Chairman of the Joint House of Commons and Senate Committee of the Federal District Commission.

Certified true extract from the Minutes of the Hull City Council."

Interprovincial Bridge

While the question of a new bridge between Ottawa and Hull is raised in the Federal District Commission's report, it is nonetheless dealt with too briefly: page 55 of the report. In fact, it is stated that, in view of the increasing congestion caused by the volume of traffic between the two cities, the construction of *new bridges* is currently under consideration, but the urgency of the situation has yet to be given priority. However, on page 93 of the Report, under the projects to be carried out jointly within the next ten years, we find the following, in paragraphs 5 and 6:

5—New bridge over the Ottawa river.

6—Improvements to approaches of the Interprovincial Bridge.

While the cities of Ottawa and Hull, supported by unanimous public opinion, fully approve of the construction of a new bridge, we wish, however, to clearly state our position on this matter.

We feel in fact that first priority should be given to the construction of a new bridge to connect Ottawa and Hull, in spite of improvements about to be made on the Hull side of the approaches to the Interprovincial Bridge.

Accordingly, we urge that top priority be given the consideration of this question and that appropriate steps be taken towards a quick and practical solution.

We wish to bring to the attention of the Commission the "brief on the urgency of a new bridge over the Ottawa river", prepared by the Hull Chamber of Commerce a month ago, in conjunction with local associations and recently submitted to the Hull City Council. This brief points out the interest of residents and businessmen of our City in this matter and we do wish, ourselves, to underline the importance of this bridge for intercity traffic and public transit as well as from the touristic point of view. Any early decision on this question will be highly appreciated by the people of both cities. (The brief of the Chamber of Commerce is annexed as Appendix "A").

BOULEVARD MONTCLAIR

To the project of a bridge over the Brewery Creek in Hull, as contemplated by the Federal District Commission (p. 93 of the Report, item no. 7), is connected the project of extending Reboul street to Montclair boulevard. The implementation of that project in the National Capital plan will result in the de-congestion of Sacred-Heart boulevard and insure better liaison between the East and West sections of Hull and the Chelsea Road.

The Reboul-Montclair connection could readily be carried out concurrently with the construction of the proposed bridge over the Brewery Creek and the grading operations contemplated alongside the creek. The whole project would tend to beautify the approaches to the new Printing Bureau and enhance the value of properties in that area.

Accordingly, the Hull City Council approves unreservedly the implementation of this project and considers it of prime importance in the works to be carried out in the near future.

Filtration Plant

Extensive expropriations have been made in Hull in connection with the National Capital Plan and, as a result, the City of Hull had to carry out costly works in opening new streets and laying out watermains and sewer services

for land it had to recuperate for industrial or residential purposes. An initial annexation allowed it to partially extend its limits, but new procedures are underway for the annexation of additional land essential to its demographic and economic development.

In view of this proposed expansion, the City Council has been considering for several years the repairing of the present water supply system and the building of a filtration plant, but this project had to be delayed because of the financial problems involved. The City of Hull would therefore be happy to receive financial assistance which it is moved to request from the federal government by its position and the part it plays in the very center of the Ottawa river community.

Indeed, more than any other municipality, the City of Hull has given very tangible evidence of its co-operation with the federal authorities in the implementation of the Greber Plan.

In seeking federal assistance, the City of Hull claims a privilege granted the City of Ottawa on several occasions in public utility undertakings, on the basis of "advance of need" or of "joint projects" in line with the National Capital Plan and so defined on page 35 of the Commission's report, as well as on page 78 dealing with water pollution.

Therefore, with a view to insuring the rational development of its territory and in line with the Master Plan, the City of Hull requests the financial assistance of the federal government for the construction of a municipal filtration plant.

This request is based as much on the urgency of measures necessary to public health as on the need to insure the servicing of newly developed areas, and also on the need to guarantee the servicing of the AREAS WHICH MAY BE ANNEXED IN THE NEAR FUTURE.

Whether this project is implemented as a "joint project" or on the basis of "advance of need, municipal waterworks project", it corresponds in all respect to an urgent need of public utility for the people of Hull. Moreover, by fitting perfectly into the overall program contemplated in the Greber Plan, it offers reasonable guarantees of expansion and permits the prevention of a disorderly development of the outlying areas.

Land Allocation

The various expropriations and acquisitions of land within our City limits by the federal government have given rise to a precarious situation which definitely prevents the development of the City, as land for building houses and establishing industries is no longer available within out territory.

The following table gives a general idea of the situation.

Total area of the City		
(a) Usable land	2,995,624 acres	
Annexation	111	3,106,624
(b) Water area—within limits	182,682	
River	808,569	991,251
Total Area		4,097,875 acres
Area owned by the federal government		
Department of Public Works	370,661	
Federal District Commission:		
Land	734,129	
Water	77,170	
TOTAL AREA		1,181,960

A map of the City, which is appended as schedule "C", shows in green the land owned by the Federal District Commission. The other two maps in red that which is belonging to the Department of Public Works.

Schedules "D" and "E" appended to this brief show certain details of the property of the Department of Public Works and the Federal District Commission, respectively.

Figures given show that more than a quarter of the area of the City belongs to the federal government. As a result, the municipality had to purchase land for industrial sites and, furthermore, to annex some areas for residential districts. However, the municipality feels that it would be fair if lands were to be transferred to it when it proposes to set up non commercial institutions in certain areas. Moreover, that would be in line with the plans of the Federal District Commission, as stated on page 71 of the report: B—The Greenbelt will maintain sites which in the future can be used by federal buildings or institutions requiring large areas.

To date, we have received the following applications:

1. From the Sisters of the Joan of Arc Institute, who propose to establish a girls' residence as well as a business college and a rest home. We believe that part of the property adjoining Reboul school should be made available to that institution.
2. The Hull Catholic School Board is seeking land for building a high school in Hull.
3. The Sisters of the Holy Cross, who are teaching in our schools, have no residence in the city and are looking for a favourable site.
4. The playground on Sacred Heart boulevard would require an extension.

We foresee also that in the near future land will be required for the following institutions:

1. The establishment of a home for old people or for people suffering from chronic diseases.
2. A school for mentally-deficient children.
3. A boys' industrial school and boarding institution. It should be noted that the Ste. Theresa Orphanage in Hull keeps boys up to 6 years of age only and the St. Joseph Orphanage of Ottawa, up to 12 years only.

Moreover, we believe that the National Capital district should include the following institutions:

1. An agricultural school and model farm, which would at the same time be a touristic attraction.
2. An institution for the mentally deficient which would serve the western part of the province of Quebec, as such patients some time are accommodated in the Hull district prison.

Local Improvements

The expropriation of lands in the City of Hull, as well as purchases of land by the Federal Government, have created certain problems of a financial nature for the City of Hull.

In 1942, the sewer and waterworks services, paving and sidewalks were completely installed in the part of the city situated to the east of Brewery Creek.

West of the Creek, our water and sewer services extended as far as Richelieu Street on the west and Gamelin on the north, and there was hardly any building beyond that boundary.

As for paving and sidewalks, those services extended as far as Berri on the west and Gamelin on the north. From the above it is clear that, apart from

the Fairy Lake development, the sections expropriated or purchased by the Government were already served by all municipal sewer and water services and paving and sidewalks.

The expropriations and purchases of land within the city forced the removal of several large businesses as well as 120 commercial or residential buildings; this is in addition to the serviced vacant lots taken from the city which could have been developed without additional expenditures for local improvements.

As a result of the expropriation and purchases of land, the City of Hull has been obliged to furnish local improvements to hitherto unserved land in the outlying areas of the city in order to make possible the relocation of people and industries whose property has been expropriated, and also to permit the normal development of the city. I can state positively that, without the expropriations that were made, we could have expanded normally for several years more without being obliged to burden our budget with additional expenditures for local improvements.

With our area limited thus, we developed the western part of the city by extending our services as far as Maurice and St. Raymond Streets. Later, having no more areas available, we had to annex about 110 acres to the northwest of the city and extend our services to that area.

From an examination of the various loans floated by the city for the extension of our services we have found that the local improvements necessitated by land expropriations and those carried out before the city had planned to do them cost \$6,993,389.00.

An explanatory table is produced as Appendix "B" and in addition, a map indicates roughly the places in the city where new services have been installed. The map is available if the Committee so desires.

A few moments ago, I mentioned that the expropriations compelled us to install new services; in particular, I would draw to your attention the moving of the Sacre-Coeur Hospital, the relocation of the firm of Pilon Ltee and the annexation of territories which to Hull alone cost \$997,000.00, a claim I believe is, without discussion, right.

As for the other expenditures for local improvements, we can certainly say that part of these were made necessary by the moving of some people as well as by the lack of serviced land; the other part of the expenditures was certainly made before the time foreseen by the city.

We consider that the expenditures mentioned in Appendix "B" greatly resemble the expenditures which were subsidized in part by the Federal District Commission, as it appears on page 42 of the Commission's brief.

Consequently, we insist before the Committee that part of the cost of expenditures occasioned by the expropriations be subsidized by the Federal

District Commission.

Those subsidies could be paid in the form of an initial grant or by the payment of certain amounts each year.

According to the table produced, the City of Ottawa has benefitted or will benefit by a subsidy amounting to \$2,796,857.00 for sewer and water projects having an estimated total cost of \$9,631,000.00. Consequently, the grant represents more than 29% of the estimated cost; on that same basis, the City of Hull should receive, for the works it has completed, about \$2,000,000.00 (representing 29% of the total cost). We take this opportunity to ask your Committee to recommend that such a grant be paid to the City of Hull.

We notice, in addition, that the Federal District Commission pays no taxes on the land it occupies in our city. However, we believe it would be fair and reasonable for it to pay in the future the cost of the local improvements

bordering on its properties, since the installation of such services costs the city the same, whereas it can charge only the property owners bordering on a single side of the street where such services are installed.

Moreover, we believe that the Federal District Commission should pay for water and lighting services.

To sum up my remarks concerning subsidies, the City of Hull feels justified in claiming the following:

A. *For the past:*

\$2,000,000.00, representing 29% of the expenditures necessitated by the relocation of persons and industries whose property has been expropriated, as well as the local improvements which had to be made earlier than they would have been if the territory of the city had remained intact.

B. *For the future:*

That the Federal District Commission pay local improvement taxes as well as the cost of water and light services for the lands it occupies.

Federal Buildings, Traffic and Parking

Before the building of the new Printing Bureau, all federal government buildings were concentrated in the city of Ottawa. Since that time, it has been decided to decentralize government departments and even to locate some of them beyond the limits of the National Capital.

However, we still find the majority of government departments located in the city of Ottawa, which gives rise to traffic problems in particular. As a large number of the Hull population works for the government, traffic moves in a single direction. If, on the other hand, more departments were located in the city of Hull, there would be a balance of traffic, which would greatly improve the situation.

In Hull, which formerly was an essentially industrial city, a gradual change is noted in the character of the city and, because of its geographic situation, the city is bound to contain increasing numbers of people occupying government positions.

Under these circumstances and because of the changes brought about, and in order to achieve uniformity of conditions on both sides of the Ottawa river, it would be desirable to build other federal buildings in the city of Hull on land already owned by the federal government.

The city of Hull has, on repeated occasions requested the construction of federal buildings within its limits and it avails itself of this opportunity to reiterate its request.

As regards the problem of erecting federal buildings, there would be some advantage to the Federal District Commission, who is responsible for the development of the Capital, if it got into more frequent consultation with municipal authorities for the elaboration of its projects. At the present time, the building of the new Post Office in Hull will necessarily give rise to a traffic problem. This obvious problem to the municipal authorities could have been avoided at the planning stage of this building.

Parking reports in connection with this new building, following an investigation made by the Police Department, indicate that the space available on the streets adjoining this building will barely be sufficient to fill 25 per cent of the parking area required when the building is completed.

Hotels

For the people's enjoyment of the natural beauties of the Gatineau Park, for the development of this area as a meeting place for all sorts of conventions, for the development of winter sports also, it would be desirable that hotels be

built in certain spots of the Gatineau Park. Therefore, it might be good to urge this parliamentary committee to allow the Federal District Commission to build such hotels and to assume their operation or to entrust it to independent groups while exercising a certain measure of control over them. Such control would probably favour the good operation of these hotels.

Expropriations

In the recommendations contained in page 95, paragraph "E" of its brief, the Commission requests that the Federal District Commission Act be amended by adding the following power:

Power to expropriate real property for parks or any other purpose specified in the FDC Act, without first having to obtain the refusal of the owners.

This request must be analyzed, specially because the power so requested encroaches upon the property rights of individuals.

As regards expropriation, the various acts granting such power are written in precise wording, as their interpretation must be restrictive of their content. The Commission's request on this point does not in any way specify the purpose for which the expropriations are to be made. It seems, however, that the Commission's intention in seeking such power is with a view to expropriating lands intended for highway construction. If that is the Commission's sole purpose, there surely is reason to state it clearly, because if a general power of expropriation is granted the Commission, it would be wider in scope than that granted certain ministers in connection with expropriations by the federal government.

Moreover, certain acts granting the power of expropriation require prior approval, either by order-in-council or from another authority. Again, it might be good on this point to prescribe certain conditions to the granting of this extraordinary power.

The city of Hull is generally opposed to all extraordinary powers which encroach upon the property rights and liberty of individuals. On the other hand, it concedes that, in certain circumstances, expropriation is the only means to certain ends. In the light of such principles and after consideration of the request made by the Federal District Commission, it recommends:

- (a) That the right of expropriation be restricted to certain particular undertakings, such as highway construction;
- (b) That this right be subject to prior approval by order-in-council.

As regards expropriation for the sole purpose of establishing parks, we believe that your committee should make this power subject to some kind of control by the municipalities concerned.

Acquisition and sale of real property

Another power requested from your Committee by the Federal District Commission and to which I wish to draw your attention is the following (page 95, paragraph "F"):

Power to acquire and hold excess real property for sale, upon enhancement in value following the carrying out of a project of development.

This power requested by the Commission is wide in scope and leads us to fear certain possible consequences if it is granted.

I do not believe that, as a general rule, members of your committee approve of the Federal District Commission becoming more or less a real

estate agent. If such were the case, we would have reason to fear the play of certain pressures towards the completion of profitable transactions for private interests.

Moreover, there would be no limit to the expansion of the territory of the Commission, which would deprive municipalities of some of their autonomy, should the F.D.C. deem it advisable to place some restrictions in its deeds of sale concerning these properties.

Recently the province of Quebec authorized the expropriation of additional strips of property alongside Dorchester street, Montreal, in order to permit the development of the bordering properties. However, restrictions were laid down concerning the area that could be expropriated. In this case, it might be advisable to specify that a certain strip of property may be acquired alongside the highways of the Federal District Commission, with a view to the development of these properties, and to specify the area of expropriation.

Also, we consider that the resale of these properties should be subject to certain conditions, namely;

- (A) that the selling price be that of the market at the time;
- (B) that the municipality be given purchasing priority;
- (C) in cases where the municipality does not wish to re-acquire the property, that its consent be required before conclusion of the sale to a third party.

Determined Plan

In conclusion, may I point out that, since the adoption of the Greber Plan by the federal government, the National Capital project has been revised and modified by reason of certain essential factors (in particular railways and highways), which are set out in the Federal District Commission's report.

These changes, made necessary by general considerations, remain unknown or undefined on several points and civic authorities would like to be acquainted with them in order to give them all the attention they require. That is why, for purposes of information, the city of Hull suggests that a *revised copy of the National Capital Plan* be sent to the municipal authorities of Hull as well as to the Regional Metropolitan Council.

That amendment of former projects will acquaint the authorities with the various changes made to the original Master Plan and allow consulting bodies to take appropriate steps to favour the implementation of the project according to the best line of action.

Co-Operation of the City

With your permission, I should like, at this time, to point out to your Committee that the City of Hull has co-operated in many ways in working out the National Capital Plan.

We have been happy, as our predecessors were, to offer this co-operation in our mutual interest and in order to achieve the rational development of the National Capital. In some cases, this co-operation, as well as the projects we have drawn up in connection with the National Capital Plan have caused us to make expenditures.

I should like to emphasize certain facts of which the members of your Committee may, perhaps, be unaware, but which can certainly be considered as help given by us towards the development of the National Capital.

- (a) In 1947, the City of Hull had a survey of our sewer and water system made by the firm of Gore and Storey. At a cost of \$1,841.96 they also had the firm prepare a plan for expansion.
- (b) From 1947 to 1955, the City, with the help of its employees, prepared plans with respect to the present water and sewer system and the size

of the pipes in order to determine whether there were any anomalies in the systems and to see if they were adequate for future developments.

Following those surveys, certain storm sewers were rebuilt in order to permit a better drainage. These surveys cost the city \$10,112.00.

- (c) From 1947 to 1955, the city hired surveyors to completely remake the municipal register of the various districts. This plan was to correct certain irregularities with regard to private lots and to make possible an easier numbering and help in Registry Office searches. Furthermore, the subdivisions not built on were marked out in such a way as to prevent building too close together thus contributing to the beautification of the city. This new register cost the city \$20,141.75.
- (d) In 1953, faced with the pressing difficulties of traffic, the city had drawn up at the cost of \$1,000.00 a complete survey of traffic in the City of Hull; later, implementing certain recommendations of the report, it had traffic lights installed in certain places at a cost of \$34,784.27.
- (e) In 1953, the City of Hull, seeing its limits restricted, applied to the Quebec Government to obtain the annexation of a certain area of Hull South; this application was turned down owing to representations by the persons concerned.
- (f) In 1954 and 1955, the authorities of the City of Hull set to work to completely overhaul the building and zoning by-laws passed in 1936 and which, by force of circumstances, no longer met the needs of the city and did not provide for the developments required by the Federal District Commission.

In December 1955, the Minister of Municipal Affairs gave final approval to the new building and zoning by-laws of the City of Hull.

In February 1956 the City of Hull passed a by-law setting up a Town Planning Commission for the city. This by-law had been made possible by an amendment to the City Charter made during the last session. The preparation of this by-law cost the city \$8,400.00.

- (g) In February 1956 the City of Hull passed a by-law with respect to the subdivision of lots in the city; this by-law was also made possible by an amendment made to the Charter during the last session.
- (h) In 1953, the City of Hull, for the purpose of preserving the appearance of its area, passed a by-law preventing the opening of new quarries and sand and gravel pits within its limits.
- (i) In 1953, the City of Hull purchased a farm about five miles from the city limits at a cost of \$3,000.00 with the intention of building its public dump on it. Unfortunately, the authorities of Hull South prevented the city from carrying out this project, but we hope that in a short time, we shall be able to move the municipal dump and permit the development of the lands facing the cemetery and thereby stop the odours from crossing the river.
- (j) A few months ago, after long preparations, the city passed a by-law authorizing a loan of \$300,000.00 for the construction of an arena. The main object in constructing that building is to wipe out juvenile delinquency to a certain extent and to serve for the development of sports in the area.
- (k) In February 1956, the city received from the firm of Lalonde, Girouard and Letendre a report concerning the construction of a filtration plant. The city paid \$3,000.00 for that report and promised to pay \$97,500.00 for the preparation of complete plans and specifications with regard to the construction of a filtration plant and the necessary reservoirs.

In order to complete my remarks on this subject of the city's co-operation, allow me to produce the following documents:

1. Gore and Storey Report
2. J. A. Lalonde Report re: Water system
3. Norman D. Smith Report re: Traffic
4. Zoning by-laws
5. Building by-laws
6. By-law creating the Town Planning Commission
7. By-law concerning the subdivision of lots
8. By-law concerning gravel pits and sand pits
9. Lalonde Report re: filtration plant.

In addition, we have had drawn up for you a map which I now produce, indicating the zoning of the city.

The various surveys which have been made for the benefit of the city also benefit the Federal District Commission, and on that point, we noticed in Appendix 4 of the Report of the Federal District Commission that the Commission has paid certain sums to towns or municipalities for traffic surveys as well as zoning surveys.

I therefore believe that it would be advisable for your Committee to recommend payment of the cost of certain surveys which have been made; a table of these is annexed to this brief under the letter "F".

Recommendations

To sum up the remarks which have been made, the City of Hull recommends in particular as follows:

1. That two more members representing the City of Hull be appointed to the Federal District Commission.
2. That a representative of the Metropolitan Council be appointed to the Federal District Commission.
3. That the National Capital Planning Committee be brought to full strength in the shortest possible time.
4. That the City of Hull have three representatives on the Planning Committee.
5. That a member of the Metropolitan Council be appointed to the Planning Committee.
6. That a representative of the counties of Gatineau, Pontiac and Papineau be appointed to the Planning Committee, ie, a representative for each county.
7. That representatives be entitled to substitutes.
8. It is opposed to any political integration.
9. It requests that immediate attention be given to the following two projects:
 - (a) a new bridge
 - (b) Boulevard Montclair.
10. It requests reimbursement for part of the expenditures made earlier than intended by the city and made necessary by the development of the National Capital, according to the table annexed as Exhibit "B".
11. It requests government aid for the rehabilitation of water and water mains services.
12. It requests that some land be transferred to the city for public institutions.
13. It requests that new federal buildings be built on lands already expropriated.

14. It opposes the request of the Federal District Commission with respect to certain powers and recommends that they be modified and restricted with regard to:
 - (a) Expropriation.
 - (b) Purchase and sale of land.
15. It requests closer co-operation with the municipal authorities.
16. It requests reimbursement for certain expenditures made for surveys according to Table F.
17. It requests, moreover, that the buses of Hull Urban Transport be given permission to inaugurate sight-seeing services on the Federal District Commission driveways in both provinces.

Mr. Chairman and all members of the Committee, I wish to thank you for allowing me to outline briefly some of our projects and for allowing me to bring forward in public some of our demands.

Respectfully submitted,

THOMAS MONCION,
Mayor of the City of Hull.

APPENDIX "A"

BRIEF

FROM THE HULL CHAMBER OF COMMERCE ON THE NECESSITY FOR A NEW BRIDGE
(February 1956)

Reason for this Brief

This brief was prepared by the Hull Chamber of Commerce, acting in co-operation with the principal local organizations, for the purpose of supporting the Hull Municipal Council in its efforts to secure the early building of a new bridge over Ottawa River between Hull and Ottawa. It aims to show that this important project whose completion is impatiently awaited by the whole population would satisfy an urgent and imperative need.

This brief is the outcome of a meeting of all local organizations which took place in the main hall of the Hull City Hall on September 29, 1955. This meeting had been called by the Hull Chamber of Commerce at the request of a considerable number of citizens for the purpose of uniting all their efforts behind the municipal authorities to obtain the building of the new bridge.

About twenty groups from Hull and region were represented at that meeting. Representatives were noticed from the following organizations in particular:

- The Hull Chamber of Commerce.
- The Junior Chamber of Commerce.
- The Retail Merchants' Association.
- The Licensed Grocers' Association.
- The Hull Knights of Columbus.
- The Western Quebec Union of Chambers of Commerce.
- The Ottawa-Hull Richelieu Club.
- The Hull Rotary Club.
- The Hull Lions' Club.
- The Federation of St. Jean Baptiste Societies.
- The Hull Canadian Legion.

Also present were representatives of the following bodies:

The Hull Municipal Police.

The Municipal Traffic Committee.

The Hull Urban Transportation Co.

La Chambre de Commerce francais d'Ottawa.

In addition, there were representatives from the local newspapers: "Le Droit", "The Ottawa Journal", "The Citizen" and "Le Progres de Hull" and radio station C.K.C.H., Hull.

At the conclusion of that meeting, two resolutions were unanimously adopted by the representatives present. They were:

That the Hull Chamber of Commerce shall co-ordinate the work of the various bodies listed above with a view to preparing a joint brief which will be submitted to the Hull City Council and the competent authorities for the purpose of obtaining the immediate construction of a new bridge over the Ottawa River between Hull and Ottawa.

That following the steps now being taken by the chief magistrate of Hull, the organizations here represented this evening unanimously agree to recognize the pressing need for a bridge, especially for the improvement of traffic on both sides of the Ottawa River. It is unanimously resolved that the efforts of the Mayor of Hull be supported by sending copies of this resolution to the federal authorities, and the Ontario and Quebec authorities until such time as a more complete brief can be sent to them setting forth the urgency of a new bridge.

It is the purpose of the present brief, therefore, to present some of the reasons which led the Hull civic authorities and the local organizations to earnestly request the building of a new bridge over the Ottawa River.

The Present Situation

In order to get the question in its proper perspective, we must mention that the cities of Hull in Quebec and Ottawa in Ontario are linked at present by two bridges whose construction dates back many years. They are the Alexandra Bridge (commonly called the "Interprovincial") and the Chaudiere Bridge.

A third bridge, the Champlain Bridge, spans the Ottawa, connecting the west of Ottawa with Route 8, a few miles from the Hull city limits. For all practical purposes, however, it cannot be said that this bridge is a link between the two cities or that it absorbs an appreciable share of the traffic between Hull and Ottawa.

The fact remains, therefore—if we base our conclusions on statistics—that the Interprovincial Bridge now serves as the main link between the two cities. This bridge was built in 1900 to make possible a railway link and it has remained a railway bridge, as its structure shows. The central part where the railway tracks run, is flanked on either side by a narrow roadway permitting the one-way flow of vehicles.

It should be pointed out that the Interprovincial Bridge was probably adequate, when it was first built, for the slow and light traffic of horse-drawn carriages and other now obsolete vehicles; but 56 years later, it can hardly handle the steady flow of our modern vehicles. Statistics on this will be given further on.

The Chaudiere Bridge is in a similar situation, for it has nothing in common with our modern bridges, which are wide and easy of access. The slightest increase in traffic produces bottlenecks, in spite of the many traffic policemen on duty at both ends. Moreover, it happens at rush hours.

In short, we wish to say that both bridges were built many years ago to serve a small population which has since trebled and to permit the passage of a limited number of vehicles which have increased immeasurably in weight and speed. Therefore the building of a new bridge has become a necessity if the present needs of the two cities and the demands of traffic are to be met.

The Consequences of Such A Situation.

What are the consequences of such a state of affairs for the population of Hull? We shall confine ourselves here to mentioning a few outstanding facts.

1. The bridge problem, and particularly the situation created by the inadequacy of the Interprovincial Bridge, has become the chief headache of our traffic officers. Indescribable bottlenecks occur daily at the approaches to the Interprovincial Bridge because it cannot handle the constant flow of vehicles.

2. Since the Interprovincial Bridge has only two one-way lanes permitting the passage of single lines of traffic, the slightest breakdown or accident completely paralyzes traffic for long periods of time. A narrow tunnel at the Ottawa end is also the cause of prolonged breakdowns and frequent traffic jams. One has only to examine the reports of the Hull Urban Transport to find that the buses encounter delays every day because of accidents or breakdowns occurring on the bridge.

3. Whenever traffic is held up on the bridge, especially at rush hours, it results in time losses, delays and incalculable inconvenience for the thousands of persons thus held up. It would be interesting to compute the losses in time and money caused each year by such delays.

4. The Interprovincial Bridge, built in 1900, must be closed completely or in part for several weeks each year in order to permit the carrying out of major repairs. This means that all traffic must then be re-routed to the Chaudiere Bridge. The result is that in rush hours a motorist may take from 45 minutes to one hour and a half to go from Hull to Ottawa and vice versa. This is hardly credible, but it is true.

5. In addition to the thousands of people who travel daily between the two cities to go to business or to go about their pursuits, account must also be taken of the considerable numbers of tourists and foreign visitors who go, especially on weekends, to the magnificent Gatineau area. As many as 10,000 persons have been counted on a single weekend at Lake Philip in the Gatineau Park. Here again, long and annoying traffic jams occur at the approaches to the bridge each weekend, because it cannot handle the flood of vehicles fast enough.

It can therefore be concluded that the entire population suffers from these delays and annoyances and that the economy of the area feels the repercussions.

Some Statistics

A more exact idea of the volume of traffic between the two cities will be gained from the perusal of a few of the statistics compiled by experts on the subject.

Let us take a look first at a survey made in August 1952, that is, about four years ago, by Mr. Norman D. Wilson, consulting engineer and traffic expert, who had been hired by the City of Hull to make a study of traffic problems in the city.

This survey shows that in a twenty-four-hour period, 25,000 vehicles crossed the Interprovincial Bridge and 17,000 over the Chaudiere Bridge. In his conclusions, he strongly recommends that a new bridge be built over the Ottawa River and that that bridge shall have not less than six parallel lanes capable of handling a traffic of 3,600 to 4,000 vehicles an hour each way.

Two more recent surveys conducted by the Hull Municipal Police and the Ottawa Police showed that an average of 23,000 to 25,000 vehicles a day pass over the Interprovincial Bridge throughout the week. Traffic on the Chaudiere Bridge has increased perceptibly since the Wilson Report. There are now 18,000 to 19,000 vehicles passing that place every 24 hours.

We might well wonder where we shall be with the two present bridges if the number of vehicles and the volume of traffic travelling between the two cities continue to increase at the same rate. The only solution which is urgently needed is the construction of a new bridge between Hull and Ottawa.

Some Testimonies

The newspapers of the area, like the traffic experts, have shown how well founded were the repeated demands of the population and organizations, as well as the City Council, calling for the building of a new bridge over the Ottawa River.

In an editorial dated October 11, 1955, Mr. Camille L'Heureux, editor in chief of "Le Droit", dealing with the traffic in the area, pointed out in particular that "from the Hull side there are only two outmoded and inadequate bridges, the Chaudiere and the Alexandra." In conclusion, he recommended that the construction of the new bridge be hastened.

In the same paper, Mr. Lionel Marleau, chief of the Hull Bureau, wrote on September 3, 1955, following one of the frequent shut-down periods on the Interprovincial Bridge because of repairs made necessary by the age of the structure: "Late one afternoon this week, the crossing from Ottawa to Hull by the Chaudiere Bridge took us exactly one hour and a quarter. It is inconceivable when we think that the cities of Ottawa and Hull are adjoining and that Ottawa is after all the capital of the country."

In his report on Hull traffic, which we quoted above, Mr. Norman D. Wilson stated in August 1953, that long before the opening of the National Printing Bureau, the bridges between the two cities will no longer meet traffic requirements and furthermore, "that a new bridge had become necessary as of now". (The new Printing Bureau has been officially opened and will shortly be occupied.)

For his part, His Worship Mayor Thomas Moncion of Hull has not ceased to demand the construction of a new bridge. He even stated that "the absence of adequate communicating roads between Hull and Ottawa was retarding the progress of the Quebec city and constituted a gap that would have to be filled in the shortest possible time".

Another expert on traffic, Director J. Adrien Robert of the Hull Municipal Police, stated that the Interprovincial Bridge was the number-one traffic problem of the city of Hull. He added, moreover, that that inadequate bridge and its dangerous approaches were the causes of frequent accidents and prolonged traffic tie-ups. "It is a veritable disgrace for our city," he declared, "to have such an entrance, especially since up to 25,000 vehicles pass that spot in a 24-hour period."

Conclusion: Speed Up Construction of the Bridge

In our judgment, the building of a new bridge between Hull and Ottawa is urgent project that should be carried out for the good of the community. We believe that the problems of financing and technical details can be quickly solved with the co-operation of all the governments concerned.

Moreover, we present this brief with the utmost optimism, in view of the encouragement and support which the project has already received from

the representatives of those governments. It only remains, it seems, to reach final agreement and to go ahead with the project. Such agreement would have to be concluded as soon as possible, for the building of the new bridge may take several years.

With regard to the financing of the project, the competent authorities seem to have favoured an agreement of the type concluded for the construction of the Ile-aux-Alumettes bridges, that is, with the federal government and the provincial governments of Quebec and Ontario sharing the cost.

The cities of Hull and Ottawa, as well as the Federal District Commission, could collaborate in building the entrances and approaches to the new bridge.

The Hull Chamber of Commerce and the associations which supported this brief have high hopes that their appeal, which is also that of the municipal authorities of the City of Hull, will not go unanswered and that in the very near future construction will begin on a new bridge over the Ottawa River between Hull and Ottawa.

HULL CHAMBER OF COMMERCE AND LOCAL ORGANIZATIONS.

APPENDIX "B"

CITY OF HULL

COST OF LOCAL IMPROVEMENTS

	Initial Cost	Annual Cost	Total Cost
1947			
By-law 448 (\$35,000—3 $\frac{3}{4}$ %)			
Connection of water and sewer services to new dwellings	\$ 35,000	\$ 1,963	\$ 58,980
1948			
By-law 459 (\$2,181,000—3 $\frac{1}{4}$ %)			
Installation of municipal services in newly developed areas:			
Water and sewers	1,104,119	61,926	1,857,780
Paving and sidewalks	273,270	19,665	393,300
Miscellaneous	293,500	21,120	422,400
(No. 4 Fire Station, opening and construction of streets, expansion of alarm system and street lighting, etc.	1,670,889		
1948			
By-law 475 (\$100,000—3 $\frac{3}{4}$ %)			
Water and sewer services to the Logement de Hull Inc. project	100,000	5,608	168,240
1948			
By-law 478 (\$10,000—3 $\frac{1}{2}$ %)			
Water and sewer connections to new dwellings	10,000	543	16,290
1949			
By-law 486 (\$165,000—4 $\frac{1}{4}$ %)			
Water and sewer services for the area West of Labelle St.	150,000	8,939	268,170

JOINT COMMITTEE

	Initial Cost	Annual Cost	Total Cost
1949			
By-law 503 (\$1,179,000—4½%)			
Water and sewer services for the Prud'homme and Cleroux farms; the area West of Fournier Blvd. (including the services to Primco Ltd.) storm sewer to serve the section West of Wrightville; change in diameter of water mains in the Wrightville area	1,084,000	66,548	1,996,440
1951			
By-law 510 (\$110,000—5%)			
Water and sewer services for the area West of the Wartime Housing properties	110,000	7,155	214,650
1952			
By-laws 523, 525, 527 (\$514,500—5%)			
Water and sewer services for Hadley project, Prud'homme and Maurice Streets (including F.D.C. properties)	410,000	26,671	800,130
1953			
By-laws 533, 538, 540, 541, 543, 544 (\$2,345,000—4¾%)			
Water and sewer services for the Benedict Farm; paving and sidewalks in the majority of the housing projects indicated above; expansion of alarm and lighting systems; opening and construction of streets, etc.			
Water and sewers	476,550	30,122	903,660
Paving and sidewalks	1,366,750	107,358	2,147,160
Miscellaneous	233,200	18,317	366,340
	(2,075,500)		
1954			
By-laws 548, 550 (\$162,000—4%)			
Water and sewer services west of Boulevard Moussette and south of Amherst	150,000	8,674	260,220
1954			
By-laws 558, 562, 563, 568, 569 (\$1,044,000—4%)			
Water mains to serve the Sacre-Coeur Hospital on its new site; water mains and sewers for Bisson Project No. 1 and the Lafortune Project; various improvements to the Water Works to increase water pressure in the Wrightville area; extension of services for the firm of Pilon Ltee.			
Water and sewers	657,500	38,023	1,140,690
Various works	56,500	3,267	98,010
	(714,000)		

	Initial Cost	Annual Cost	Total Cost
1955			
By-laws 573, 581, 585, 587, 590, 593, 595 (\$315,000—4¼%)			
Grading of streets and installation of catch-basins in Bisson Project No. 1, water and sewer connections to new houses	110,000	6,555	196,650
1956			
By-law 592 (\$90,000—4¼%)			
Sidewalks and paving in the Hadley Project, islands, etc....	90,000	6,769	135,380
1956			
By-law 594 (\$283,000—4¼%)			
Water and sewer services for Bisson Project No. 2	283,000	16,866	505,980
	<u>\$ 6,993,389</u>	<u>\$ 456,089</u>	<u>\$11,950,380</u>

(APPENDIX "C" consists of maps which will be displayed in the Committee room.)

APPENDIX "D"

TABLE INDICATING THE TOTAL AREA OCCUPIED BY THE CANADIAN GOVERNMENT, DEPARTMENT OF PUBLIC WORKS, IN THE CITY OF HULL

1. Miscellaneous

(a) Area expropriated by the Department of Public Works.

1. Site for Printing Bureau (19/3/47) 6,058,727 sq. ft. or 139·089 acres
2. Site on Ottawa River (5/44 and 5/46) 1,216,927 sq. ft. or 27·936 acres
3. Industrial site (10/11/47) 3,787,354 sq. ft. or 86·946 acres
4. Reboul site (17/1/52) 453,979 sq. ft. or 10·422 acres
5. New Post Office site—33,035 sq. ft. or 0·758 acres (19/7/52)

Total: 265·151 acres

Note: The area indicated is as of March 1, 1956.

(b) Area occupied before the expropriations.

1. Armouries 872,942 sq. ft.
2. Research Institute 721,800 " "
3. Health Laboratory 12,587 " "
4. Post Office 18,859 " "
5. Chaudière Bridge 14,000 " "

1,640,188 sq. ft. or 37·653 acres

2. Leamy Lake site 3,955,832 sq. ft. or 67·857 acres

TOTAL: 370·661 acres

APPENDIX "E"

TABLE INDICATING THE AREA OCCUPIED BY THE FEDERAL DISTRICT COMMISSION IN THE CITY OF HULL

1. <i>Fairy Lake Park</i>				
(a) Area expropriated (2/2/54)	116,112	sq. ft.		
(b) Area granted by the City (2/2/54)	2,086,695	" "		
(c) Area acquired by mutual agreement	2,129,245	" "		
	4,332,052	" "		
2. <i>Gatineau Park</i>				
(a) Area granted by the City to the F.D.C....	2,077,812	" "	or 47.7	acres
Note: Payment of \$24,000.00 to the City by the F.D.C. for installation of sewer and water services (see agreement).				
(b) Area granted by the F.D.C. to the City..	1,579,529	sq. ft. or	36.261	acres
Note: The total amount realized by the City on the sale of this part of land for the erection of one-family dwellings was \$83,275.00.				
3. <i>Jacques Cartier Park</i>	994,270	sq. ft.		
4. <i>Fontaine Park</i>	541,484	" "		
5. <i>Leamy Lake</i>	5,026,823	" "		
Land	1,665,293	sq. ft.		
Water	3,361,525	" "		
6. <i>Fournier Boulevard</i>	14,926,599	" "		
7. <i>Brewery Creek</i>	295,050	" "		
8. <i>Taché Boulevard</i>	14,250	" "		
	35,240,202	" "	or 811.299	acres
Land area	31,978,677	" "	or 734.129	acres
Water area	3,361,525	" "	or 77.170	acres
Grand total	1181.960	acres		

Assessment Branch,
Hull—20/4/56

APPENDIX "F"

CITY OF HULL

COST OF APPRAISALS AND SURVEYS

1947

Survey of water and sewer systems and preparation of
an expansion plan by the firm of Gore & Storey ... \$ 1,841.96

1947-48

Study of the city water system by the firm of J. A.
Lalonde & Cie \$7,000.00
Salaries of municipal employees taking part in the study 3,112.00 10,112.00

1947-55

Remaking of the register of Wards 1, 1A, 2, 3 and 3A of the city by land surveyor Marcel Ste. Marie....	20,141.75
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1953

Complete survey of city traffic by the firm of Norman D. Smith	1,000.00
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1953

Traffic lights	34,784.27
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1954-55

Complete recasting of buildings and zoning by-laws; salaries of municipal employees	8,400.00
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1955

In course of preparation by the firm of Lalonde, Girouard and Letendre:	
(a) Detailed plan of present water system	3,000.00
(b) Preparation of plans and specifications for the construction of a filtration plant, connections to the present system and construction of reservoirs where necessary	97,500.00

Total	\$175,782.99
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Mr. CARON: I want first of all to congratulate His Worship the Mayor for the revision of the brief; it is a great improvement over the first one which was presented.

I fully share the views of the Mayor on the question of political integration. I have always been opposed to it and I do not believe that any significant part of our population would agree to such integration.

However, I would like to point out, not with the idea of blaming the Mayor or those who prepared the report, but for the purpose of determining just what the situation is and clarifying it as I did when the report of the Metropolitan Committee was presented, that certain things requested seemed to me rather to belong to the provincial field. If we let the matter pass in this way, the people may be inclined to believe that the Federal Government alone has responsibilities and that it is neglecting its responsibilities, whereas we must acknowledge that the Federal Government, just like the Federal District Commission, has done a tremendous amount to help municipalities like Hull and Ottawa. However some of those demands seemed justified to me. I approve of them whole-heartedly and I shall be the first one in this Committee to advocate the ideas expressed in this report.

Now, referring to page 4 of the brief, I merely wish to make a clarification with regard to the Interprovincial Bridge and its requirements, on both the Hull and Ottawa sides.

In another connection, I wish to point out that the population should be informed that at the request of the municipal authorities and various public bodies, the Minister of Public Works invited the authorities of both provinces to come and meet us to study this question.

We recognize the fact that the bridges which are built over the Ottawa River to join the two parkways, one in Ottawa and one in Hull, are the property of the Federal District Commission and that those bridges are appreciated, but the Interprovincial Bridge, as it stands, is intended to serve not only the two parkways, but also the Hull population. In short, it is meant to serve the municipalities.

The Minister of Public Works then asked the provincial authorities to send representatives to look into the possibility of building the bridge, and to examine the place, the site, the cost, and the plans; the Ontario Government proposed that a toll bridge be built and stated its readiness to share in its construction.

As for the Quebec Provincial Government, it has not yet answered the invitation, and when I mentioned that to the Hull Chamber of Commerce, which in turn informed Quebec, the Quebec Minister of Public Works replied that this was a project entirely coming under the Federal Government and that he did not see the need for the province to co-operate in it. I believe that that bridge, just like the Pembroke bridge and the others, is a project which should be undertaken by both provinces and the Federal Government. I made a suggestion that the governments of both provinces and the Federal Government should each pay a third of the cost of building the bridge and that the municipalities, under the control of the Federal District Commission, should see to arranging the approaches.

In that way, I believe the municipalities would be satisfied and happy, but the co-operation of the Provincial Government would be needed to achieve that goal.

Referring to Montclair Blvd. mentioned on page 5 of the brief, I think it appears on the general plan of the Federal District, does it not, Mr. Mayor?

Mr. MONCION: Yes, but there is some discussion about the contribution.

Mr. CARON: There is discussion about the contribution?

Mr. MONCION: Yes. I was told that it was a purely municipal project, which I did not admit.

Mr. CARON: And which I do not admit any more than you.

Q. At the present time, do you want the same scale to be used in that project as has been used for road projects on the Ontario side?

Mr. MONCION: A. So long as the scale used is fair; I am only asking for justice.

By Mr. Caron:

Q. There is the new parkway which is being built here, for example, with the participation of the Federal Government, the municipality and the province.—A. Right.

Q. Do you maintain that that scale would be justifiable for the City of Hull as for the City of Ottawa?—A. Yes.

Mr. Gour:

Q. Mr. Mayor, have you made any requests on behalf of the Hull City Council to the Quebec Provincial Government concerning this matter of sewers in order to find out whether the province was prepared to do anything, so that you would not have to wait needlessly for two or three years, and to find out the opinion of the Quebec Provincial authorities and see if they are prepared to co-operate with your city?—A. I do not believe that they have been asked directly. The only concession we have received is a statement that they would consider the water pollution problem which is closely linked with the question of sewers. Now that meeting did not take place.

Q. Now, Mr. Mayor, are you of the opinion that it is urgent—

Mr. RICHARD (*Ottawa East*): Q. I should like to clear up this matter. It is not a question of a parkway, but of a road along the lines of our Queensway in Ottawa; the land would be furnished by the Federal Government and at present there would only be the cost of construction to be defrayed. Now do you think that the municipality and the province would co-operate with the Federal Government in meeting the cost of the road?

Mr. CARON: Has there been any offer on the part of the Minister of Public Works to transfer that land to the city?

Mr. LEBLANC: It is an advisory committee.

Mr. CARON: Yes, they act in an advisory capacity, but nevertheless they did the work and the department prepared a report which was submitted, but which was later amended; but just the same, they devoted a tremendous amount of time to that work.

Mr. Caron:

Q. Mr. Moncion, on page 8 of the English version and on page 8 of the French version also, mention is made of part of a piece of land "near Reboul School" for *l'Institut Jeanne d'Arc* who want to build an institution. You are aware that the authorities of that area also wish to keep the playground, which is essential for the welfare of our youth; there is probably not room for both institutions on the same spot...—A. I think that...

Q. ... and the playground will have to be moved back somehow.—A. Yes, but we examined those grounds with experts, engineers and the authorities, and we do not think that that institution of the reverend nuns could be placed there and still allow for the desired enlargement of the playground; and at the same time, we would have them both, side by side.

Q. But you are going to fill in that land completely?—A. Yes, but there is the question of the playground where one part consists of fill, which would not be suitable for building, and which could easily serve for the enlargement of the playground, while leaving the solid part large enough for the construction of this institution at the corner of Reboul and Maisonneuve.

Q. Yes, but we also have much better land which you could probably ask the Minister of Public Works to give for the institution of the nuns of *l'Institut Jeanne d'Arc*.—A. This one is much better than that (pointing to the map).

Q. And the playground is situated at the corner of Reboul street where the buses pass by?—A. That is right, between Notre Dame and Champlain, leaving a yard here (pointing to the map) in order to preserve the beauty of the park. We claim, with Mr. Issalys, that that place there with the beautiful trees is the first choice for the institution of the Sisters of *l'Institut Jeanne d'Arc*. I entirely agree, and I am glad you are giving me your support to influence the Federal District Commission and that they should give all that for our playground.

Mr. CARON: I am opposed to our playground being taken away from us.

Mr. MONCION: I agree entirely.

Mr. LEDUC: Does not that land belong rather to the Department of Public Works?

Mr. CARON: It belongs to the Department of Public Works.

Mr. MONCION: They are so closely related, the Federal District Commission and the Department of Public Works, that I am very happy to be between them both.

THIRD SESSION—TWENTY-SECOND PARLIAMENT

1956



Joint Committee of the Senate and the House of Commons
on the

FEDERAL DISTRICT COMMISSION

Joint Chairmen:—The Honourable Senator F. W. Gershaw
and
Mr. Armand Dumas, M.P.

MINUTES OF PROCEEDINGS AND EVIDENCE
No. 9

THURSDAY, MAY 24, 1956

WITNESSES:

Mr. R. S. Ferguson, Chairman, Major T. S. Chutter, Secretary, National Capital Region Branch of the Community Planning Association of Canada; Mr. Alfred Laflamme, President and Mr. J. Serge Giroux, Executive Manager, of *La Chambre de Commerce de Hull*; Mr. Georges Lessard, N.P., of *l'Union des Chambres de Commerce de l'ouest de la province de Québec*.

EDMOND CLOUTIER, C.M.G., O.A., D.S.P.
QUEEN'S PRINTER AND CONTROLLER OF STATIONERY
OTTAWA, 1956.

MEMBERSHIP OF THE COMMITTEE FROM THE SENATE

Honourable Senator F. W. Gershaw, *Joint Chairman*,

and Honourable Senators

Aseltine, W. M.
Cameron, Donald
Connolly, J. J. (*Ottawa West*)
Connolly, H. J. (*Halifax*)

Dessureault, J. M.
Lambert, Norman P.
Reid, Thomas

MEMBERSHIP OF THE COMMITTEE FROM THE HOUSE OF COMMONS

Mr. Armand Dumas, *Joint Chairman*,

Aitken, Margaret (Miss),

and Messrs.

Blair, W. G.
Buchanan, W.
Caron, A.
Fraser, Alan (*St. John's East*)
Ellis, Claude
Gour, J. O. (*Russell*)
Hansell, E. G.
Harkness, D. S.
Houck, W. L.

Leduc, R. (*Gatineau*)
Mang, H. P.
McIlraith, G. J.
Nowlan, G.
Philpott, E.
Richard, J. T. (*Ottawa East*)
Robichaud, H. J.
Weselak, A. B.

Antoine Chassé,
Clerk of the Committee.

MINUTES OF PROCEEDINGS

THE SENATE, Room 368.

THURSDAY, May 24, 1956.

The Joint Committee of the Senate and the House of Commons, appointed to review and report upon the progress and programs of the Federal District Commission in developing and implementing the Plan for the National Capital, met at 10.30 o'clock a.m. Mr. Dumas, Joint Chairman, presided.

Present:

The Senate: Honourable Senators Gershaw (*Joint Chairman*), Lambert, and Reid.

The House of Commons: Miss Aitken and Messrs. Blair, Caron, Dumas, Hansell, Harkness, Houck, Leduc (*Gatineau*), Mang, Philpott, Richard (*Ottawa East*), and Weselak.

In attendance: From the office of the Privy Council, Mr. H. J. Hodder; from the Federal District Commission, Messrs. Alan K. Hay, M.E.I.C., General Manager; H. R. Cram, M.E.I.C., Assistant General Manager; J. Edouard Handy, Secretary; D. L. McDonald, M.T.P.I.C., C.S.L.A., Director of Planning, Walter Bowker, Director of Information, and Marcel Couture, Chief Accountant; from the National Capital Region Branch of the Community Planning Association of Canada, Mr. Stirling Ferguson, Chairman; Mr. S. G. Frost and Major N. Sadlier-Brown, Directors; and Major T. S. Chutter, Secretary; from La Chambre de Commerce de Hull, Mr. Alfred Laflamme, President, and Mr. J. S. Giroux, Executive Manager; from l'Union des Chambres de commerce de l'ouest de la province de Québec, Mr. George Lessard, Notary Public, and Mr. Aimé Guertin; Mr. Ken Wood, a representative of the Community Planning Association from the Ottawa Branch of the Engineering Institute of Canada.

The Committee considered the brief from the National Capital Region Branch of the Community Planning Association of Canada.

Mr. Ferguson and Major Chutter were called.

Major Chutter read the brief and Mr. Ferguson was questioned thereon at length.

At the conclusion of the examination Mr. Ferguson and his associates were thanked by the presiding Chairman for their attendance and their contribution.

The Committee then took into consideration the brief presented by La Chambre de Commerce de Hull.

Mr. Laflamme and Mr. Giroux were called.

The examination of these witnesses was conducted in both English and French. Mr. Giroux read the brief and Mr. Laflamme was questioned thereon.

At the conclusion of their examination, Messrs. Laflamme and Giroux were thanked by the presiding Chairman for their presentation.

The Committee then was seized with the brief submitted by l'Union des Chambres de commerce de l'ouest de la province de Québec.

Messrs. Guertin and Lessard were called.

After some discussion, at the suggestion of Senator Lambert, it was agreed that, in view of the conflicting views expressed therein, the said brief should be received and recorded but that discussion thereon be postponed to a later date. (*See Appendix "A"*).

At 1.45 o'clock p.m. the Committee adjourned to the call of the Chair.

Antoine Chassé,
Clerk of the Committee.

EVIDENCE

MAY 24, 1956,
10.45 A.M.

The Presiding CHAIRMAN (*Mr. Dumas*): Gentlemen, we have a quorum. As indicated in the orders of the day, a copy of which was appended to the notice of today's meeting, we will hear first the representatives of the National Capital Region Branch of the Community Planning Association of Canada. The Chairman is Mr. R. S. Ferguson who will be the witness. We also have with us Mr. T. S. Chutter, Secretary. Major Chutter will read the brief for Mr. Ferguson. I think Mr. Ferguson would like to say a few words before Mr. Chutter starts to read the brief.

Mr. R. S. Ferguson, Chairman, National Capital Region Branch of the Community Planning Association of Canada, called:

The WITNESS: Thank you very much, Mr. Chairman. I would like first to thank you for your great consideration in hearing a citizen group such as ours today. I would also like to introduce three of my colleagues who have been working with us in developing our program in the Community Planning Association. The first gentleman, is the representative to the Community Planning Association from the Fisher Heights Ratepayers' Association, Major Sadlier-Brown. The second is the representative to the Community Planning Association of the Junior Board of Trade in the City of Ottawa, Mr. Ken Wood. The third is the official representative to the Community Planning Association from the Ottawa branch of the Engineering Institute of Canada, Mr. Stewart Frost. Major Chutter will now read the brief.

Mr. T. S. CHUTTER, (*Secretary, National Capital Region Branch of the Community Planning Association of Canada*):

Introduction

The Community Planning Association of Canada is a citizen's organization. Its purpose is to promote an understanding of the problems of community development and to encourage action towards their solution.

The citizen's key role in planning is that he must pay for any action taken and also bear the cost of the lack of proper planning. In accordance with his understanding and awareness, he adopts standards, enacts controls and approves expenditures. The members of this association believe that general enlightenment on current planning problems, and possible solutions, is a first step towards gaining greater public support.

Organization of C. P. A. C.

The Community Planning Association of Canada has national headquarters in Ottawa with a permanent staff, a division in each province and Branches in some of the major cities. The association is governed by a council of representatives from divisions and one appointed member from the Central Mortgage and Housing Corporation. Any citizen can join the C.P.A.C. by paying annual dues to the national office. Membership in the appropriate division and branch follows automatically.

The National Capital Region Branch was formed on December 9th, 1955 and has among its members official representatives of various municipal authorities and other group organizations and interested private citizens, many being members of professions closely related to planning. This branch is the successor to a previous Ottawa branch of the C.P.A.C. but corresponds to the geographical district described as the national capital area for planning purposes.

Aims of the National Capital Region Branch

While, in general, the aims of this Branch are those of the parent organization, its primary interest is the national capital region. The chief purpose of the branch is to encourage a spirit of cooperation, common understanding and unity amongst all residents and interested organizations in the district towards all aspects of good planning, stressing that concerted action is the only reasonable and workable approach to this important task.

Our members are convinced that there is amongst the citizens a genuine desire for efficient and attractive development. Added to the individual satisfaction to be gained by this, there is the recognition of our special responsibilities as residents in Canada's national capital area. We are deeply concerned that the extent and magnitude of the problems to be faced and the ugliness, inconvenience and expense of continued unintegrated development are not realized by many of the citizens.

Program of the National Capital Region Branch

The branch's program includes exhibitions, public meetings and discussions, and is directed particularly to the need for cooperative action with regard to the problem of urban growth.

For example, the branch, together with planners, architects, engineers, realtors, surveyors, educational and welfare experts, and the cooperation of the Junior Board of Trade and business enterprises in the city, conceived and constructed a large model of a satellite community as a demonstration of coordinated planning. This had its first exhibition at the Home Show held at the Coliseum, Ottawa, early in April last.

Recommendations

Our members believe that, if the national capital plan and the program of the Federal District Commission are to be realized with satisfactory dispatch, additional attention should be given to two basic factors:

(1) The support of the citizens who live in the area

This is especially important in matters of local expenditures. We believe that greater support would be forthcoming if community organizations had a greater voice in the preparation of plans concerning the area's development, and if the citizens at large were given a clearer understanding of the tasks and benefits involved.

(2) Greater cooperation between planning authorities

The cooperation is necessary both vertically and horizontally, not only among federal, provincial and municipal governments, but also among the municipalities, between the provinces of Ontario and Quebec, and, indeed, among federal agencies and departments.

With truly coordinated planning and good will, developed by clear understanding, the desired future development and improvement of the region can be carried out without sacrificing self-government of the municipal level.

In submitting this brief, the National Capital Region Branch of the Community Planning Association of Canada offers its wholehearted cooperation to governmental authorities at all levels.

In conclusion, we wish to convey to the joint committee our appreciation of its work and of the opportunity to present this brief submission.

All of which is respectfully submitted.

"R. S. Ferguson",
Chairman.

"T. S. Chutter",
Secretary-Treasurer.

-By Mr. Caron:

Q. In general, is your organization satisfied with the way things are going in the Federal District Commission?—A. No, sir.

Q. According to planning? In any way?—A. We are not satisfied with the progress that is being made. We have not any statements to make, I think, on why, but we are not satisfied with the progress which is being made.

Q. You mean that it does not go fast enough. You mean that by "progress"?—A. I think you could say that is the answer.

Q. This planning was visualized for years and years. They can hardly go faster with the money they have. If we compare with the European cities which have been built or rebuilt, why, it is a question of centuries sometimes, but you think we should go faster than they did?—A. I do not think we could compare this with European cities in that way. I think our impression is that planning in the 20th century is a little different from planning in the 17th century, and I think the processes are different and the aims are different. At one time, planning was a city beautification, at another time planning was thought of purely in engineering terms, then we began to think of the welfare of the people. Now I think we try to coordinate all these into what we call the master plan and it is this we are trying to get. Essentially, sir, I think the plan of a city is the outcome of the life and growth of that city: it is the way the people think, their aims, the life they want to live. That is what the plan should be and that is why we stress citizen cooperation in our brief.

By Mr. Houck:

Q. How many have you in your organization at the present time?—A. In the Ottawa branch we have more than 80 members. The branch was started on December 9 of last year so it is only really a few months old. It has expanded from practically nothing to what it is now, in that time.

By Senator Reid:

Q. Is your organization a voluntary organization? Are there any paid officials?—A. Our organization is the National Capital Region Branch in Ottawa. It is a voluntary organization, but it is a branch of the national organization which has head offices in Ottawa and there are paid officials in those head offices.

Q. How close is the association to the Federal District Commission and the city council? I mean, in your discussions and deliberations, how close are you to the F.D.C. and the city council?—A. Do you mean, do we have their support or do we support them?

Q. I am trying to visualize the duties of your organization as one of planning for the national city. As we have several bodies doing that very work,

the Federal District Commission and the Ottawa city council hence my question, how close is your association to the F.D.C. and the Ottawa city council.—A. The purpose of our association is purely educational. We try to prepare the groundwork by which planning action can be taken. To give you an example, we try to study planning matters and to explain them and to get a wide citizen understanding of planning action which is about to take place so that when the time comes these measures to be taken will be accepted by the citizens without a lot of conflict or questioning or interference.

Q. On page 3 the suggestion is made that the community have a greater voice. Now I ask this question: in your organization is there any member of the city council, who is a member of your organization? I add to it that in the working out of your organization I think you should have such persons—because you deal with the city and its planning and there are laws governing the city, municipal laws and city regulations and the Federal District Commission. Hence my question, is there any member of the city council or the F.D.C. a member of your organization?—A. We have a member from the city council. I am not certain about the F.D.C.

Q. My curiosity was raised by the remark in the brief that the community organizations should have a greater voice in the preparation of plans concerning the area's development. My view is that there are far too many taking part in it now. I have criticized the city council for being too large and now it is getting larger. The more you add to it the more confusion you have. Have you given any thought to what may arise in the future regarding the city itself? The national capital was set up as the city of Ottawa and now it is out 40 miles and across the river. Perhaps someone will have to change the name of Ottawa, because Ottawa is right here.—A. We have given some thought to it. I think our members have quite strong opinions on these matters you have spoken about, but as we are only four months old we have not been able to get a consensus and therefore on these matters we have not put anything into the brief. Perhaps some of our individual members would be willing to speak on these things. One of our members is here. He is Major Sadlier-Brown, who has just seen through some action in community planning, positive action, in Nepean Township, which has been the result directly of citizen action and citizen action in cooperation with our branch of the Community Planning Association. I am sure he will be glad to tell you about it if it is your wish.

Senator REID: I wish your organization every success. I believe it is better to have some planning than no planning at all.

By Senator Lambert:

Q. How many members are in your national association, not only in Ottawa but in all the other branches?—A. It is between 3,000 and 3,500.

Q. How many different units would that represent?—A. There are ten divisions.

Q. Covering ten different municipal centres?—A. No, the ten divisions are in ten provinces. Then there are only some of the provinces which have branches. I think Ontario has six or seven branches.

Q. Is there a national headquarters of the association?—A. The national headquarters is in Ottawa.

Q. So your Ottawa capital branch might be considered as the central executive organization?—A. No. Our branch is quite separate and we have no direct connection with our head office. In fact, one of our difficulties is when we get members the members apply for membership in the national organization; then the national office sends a list of those new members to the

divisional office, which is in Toronto, and the divisional office sends the list back to Ottawa, and that is when we find out we have a new member—even though that member may be in Ottawa.

Q. Is the central executive office here in Ottawa?—A. That is correct.

Q. Would it be correct to assume that the moving idea in this is a professional one, that is, people who are architects and professional practitioners in landscaping and architectural work?—A. I think that is partly true.

Q. That gave the impetus?—A. It was an architectural approach, about 50 per cent, that started this branch and the other half I think could be represented by a gentleman from a community association who is just as worried about what is happening in our community. He is our vice-chairman. I am sorry he is not here. He is in Europe. He is Mr. Stephen Dale of the C.B.C. who lives in South Hull. He has received a great deal of cooperation from his council and has received a great deal of sympathy for his ideas and the work he has been trying to do there.

Q. I would say that no group would be more qualified to represent the movement in connection with improved planning facilities than those whose profession it is to develop those ideas. I gather from your brief that there is some difficulty about getting popular support for your movement?—A. I think that is true. I think we would like to see more members but we do not necessarily want to see them all from the professions. We would like this to be a citizen organization. We would like to be able to study and educate ourselves generally on community planning, then I think we would be able to have a consensus and make some recommendations, but we suggest that the technical details be worked out by the planning offices which are already formed. We do not want to do that job.

Q. You have mentioned here on page 2 that you are deeply concerned “that the extent and magnitude of the problems to be faced, and the ugliness, inconvenience and expense of continued unintegrated development are not realized by many of the citizens”. That is, of Ottawa. Upon what evidence would you base that conclusion?—A. On evidence from speaking with people, talking with some of the citizens, trying to persuade them to join the community planning association. One of the difficulties we have run across—and probably this is a part answer to Senator Reid in what he said before—is that we feel that people think that the Federal District Commission is planning the whole of the national capital area. They do not realize that there are parts which are under the control of builders and individuals and shopkeepers and local municipalities who have views which may be good views but which are different from the general views held. In general, I think 75 per cent of the development in the national capital region can go on without any direct control from the F.D.C. and without too much control as laid down by the municipalities themselves. This concerns us very gravely, sir. When we are talking to people they say the Federal District Commission is doing it all.

Q. Would they not give some recognition to the municipality of the city of Ottawa?—A. I think the city of Ottawa is trying to do a good job.

Q. I know, but I am speaking of the attitude of the people to whom you are referring here. Would these same people be inclined to think that the municipality of the city of Ottawa was a body which was looking after these things rather than the federal district?—A. No, I do not think so, sir.

• *By Senator Lambert:*

Q. There is no distinction in their minds?—A. In many cases there is no distinction. In many cases they are confused with the number of planning bodies, and they just do not understand who has authority over what. That, I think is one of the difficulties. But, I think principally, and more

than that, they do not understand what is happening to them. They do not understand the urgency of working together. They do not realize that we perhaps will have large areas of slums, although they do not look like slums now. But, these developments do not occur over-night; they do not take only two or three days. You build one house—there is no harm in that; you build two houses and that is all right. You build half a dozen houses, and then it turns into 100 or 200. The water table begins to drop, and things begin to happen. Traffic gets clogged up on the roads. This is not the fault of one man; this is the fault of hundreds of people not working together, and not having some coordinated control to weld these things together. This is what people do not realize. They just go out and build their own houses, and so on.

Q. How are you going to overcome it? How would your organization propose to meet that distinction, or how are you going to overcome it?—A. Sir, we prepared an exhibition for the Home Show which was seen by thousands of people. We had that exhibition manned every day to tell people about these problems. It was not only a negative exhibition, it was a positive one. We showed how development could be carried out economically and in a beautiful way, and for the convenience of everybody concerned. We have a photograph of it, which I believe we are passing around, and there was a great deal of appreciation in regard to that development. The newspapers assisted us greatly in putting the story of this "Dream Town" in their papers. Many people came to the Home Show and said, "Oh, there is the story we read about". I am sure that a great many people have heard about it. I must say that a lot of the people who did come to that exhibition said, "Well, this is a wonderful dream but will it ever come true." I feel that they just feel hopeless about it. However, we feel that this is the one thing we must do, that is, to keep plugging it, over and over again.

There are other ways we can do this too. We had a group of men up from Pittsburg to talk to us about the Pittsburg Garden City. We had a public meeting and had an attendance of over 200 at the meeting. These people from Pittsburg had actually carried out a project like this (Dream Town) which showed that it can be done. They told us about the prices of lots that they were selling in the Garden City. They had planned the whole thing themselves with sewage systems, sewage treatment plant, water filtration plant and all the services—a swimming pool—and they were able to sell the average sized lots, which I think were a little bigger than our lots, for \$2,500. Now, if you buy a lot here in Ottawa for \$2,500 you will have to pay for the sewer, the water system plant, the schools, and all the rest of the things, over and above that. This shows that it can be done.

We had that meeting, and we had these people, and I think that they were all convinced. Another way we feel that we can get this story across is by getting in touch with the organizations rather than with the individuals. We feel that we now have representatives, as members of our organization, of 15 or 20 civic groups in Ottawa. We are trying to act more as a forum than as some superior or over organization. I think that the gentlemen that I have introduced to you here will give you a good example of the type of organizations that we have working with us. We have received very good cooperation, and we hope that when information comes to us we will be able to pass it on, through these representatives, to the different organizations, and have them pass it on to their members. This is how we will pass the information on.

By Senator Lambert:

Q. I suppose in so far as the city of Ottawa is concerned, the things that you have just been telling us about would depend upon their being adopted by the municipal council and the city?—A. Yes, that is correct, sir.

Mr. MANG: Mr. Chairman, following up that point. Your organization is anxious to speed up these developments as much as possible, and in the light of what you have said with regard to the eliminating of certain undesirable features, as expressed in the sentence there that Senator Lambert quoted, has your organization given any consideration to the possibly of having the whole capital area under the National Federal District, for example, such as we have in Washington?

Mr. CARON: The answer is on page 3.

The WITNESS: Yes, it was suggested at our first meeting last January by one of our members, and it was condemned by the next member who got up.

Senator LAMBERT: I see.

By Mr. Caron:

Q. Do you not think that if you are not getting many people to react, that it is because they are satisfied? We do know that when people are satisfied they do not generally say a word. If you do a good job they do not come and tell you it is a good job, but if they are not satisfied then they come and criticize.—
A. Now, sir, I think you have a good point there. I think that there are many people who are satisfied. I think perhaps they are satisfied in that they are enjoying life and they are getting a home, and they are having a good time, and so on. At the same time, these same people are objecting to the traffic jams, they are objecting to the housing conditions, but they are not associating those problems with the problems that we are talking about. This is what we mean when we say they do not appreciate what the troubles are and how they must all be coordinated. Let us think of the sewage problem in the Ottawa river, where you have one municipality pouring sewage into the Ottawa river and it is flowing past another one. That is a problem that cannot be solved by one municipality. This is a problem of the whole area. There are many of these problems within the development of an area where you put 1,000 houses down in one spot. It is one builder who decides what type of house is going to be built there, and that determines to some extent, the income level of the people who are going to have to live in that area. There may be people who should live in that area because it is close to their work, but they are unable to do so. There are some of these housing developments that are very well built, but they are not very well planned. I know that in the city of Ottawa they have a very good service to review the planning of a subdivision and a housing development within the Ontario section of the national capital area, and they have disapproved of many of these plans for such a development, and yet have apparently not had enough control to do anything about it.

One of these areas I would like to mention particularly, and I will not mention it by name. It was in a place where I wanted to live, because there was a southern exposure and it was close to where I worked. It was a lovely place. It was beautiful rolling farmland, and it was just exactly the place where I wanted to live. I went out and looked at the lots. They looked a little bit too big for me. I thought they were too big, and too close to the city for that size of a lot, but I gathered that they could be divided in half later on, perhaps when the water and sewage went in. We found that the water and sewage were not going in; there was no agreement with the city of Ottawa to extend the services there. The layout looked rather uninteresting. It was just straight carving of streets down the hill instead of following the contours. This would have the tendency of drawing the water off, and that would be a bad thing. Finally I asked the owner how he fitted in with the national capital plan, and his answer to me was, "Oh, they cannot touch us". I thought, if they cannot touch him, then I cannot touch him either.

It is rather interesting to note that the area has become built up. I have not recommended to my friends that they go and live there, but I believe that

we are going to get a good many members in the Community Planning Association from that area, because many people have moved in there and have been making objections.

This is the type of thing that we have got to stop, but people are innocent, and they do not know what is happening.

By Senator Lambert:

Q. Somebody must have got a permit by the Ontario Planning Board to enable that contractor to go in and do that?—A. That is right.

Q. You should link up your activities with the Ontario Planning Board, I should think.—A. We might try that, sir. We are young yet, but as an organization we are making as much progress as we can, and making every effort to increase our membership and thereby spread out the work which we have to do; and it is a very great load.

By Mr. Blair:

Q. How do you propose to spread that work out? You used the expression that you are going to prepare the groundwork, and you are trying to mould public opinion, and get people interested. Apart from the fact that you produced this plan and showed it to people, how do you expect, and in what way are you going to get the citizens of Ottawa interested in a city project such as this planning scheme? You have got 80 members now, but do you not think it is going to be pretty hard to put your propaganda over and interest all these people? How do you propose to do it?—A. We have 80 members, sir, but many of those are what you might call key members, in that they are representatives of other organizations. We hope to plan joint activities. I think that we have done a little job already which might be of interest to you. One of our members is a member of the Fisher Heights community association. He became concerned with the problems in his own area, and came to us. At that time we were trying to prepare some community standards. He said that he wanted to find out something about the community with regard to a zoning plan. We appointed him as chairman of our community standards committee. He did not realize he was going to be saddled with that job, but I think it did him a lot of good. He assembled a lot of information. He got a lot of this information from the local organizations with regard to what they thought should be in a community. With that information he prepared, with his colleagues, a general plan for Nepean township. His association went to Nepean township and received complete cooperation in having this plan put into effect within a very short time.

That is an example of the Community Planning Association cooperating with another organization, through citizen interest, to get action.

By Mr. Leduc (Gatineau)

Q. I would not be too discouraged because of the lack of interest, because the problems are the same all over Canada. There is lethargy in many provinces and they cannot get the citizens out to meetings. I think the reason for this is because this is a prosperous time, if I can use that expression, and during a prosperous time people do not take very much interest in these things. I would not be too discouraged because of the lack of interest here. It does not pertain to Ottawa only; it pertains to communities all across the country.—A. We realize that, sir.

Mr. HANSELL: I wonder if you would care to comment on that paragraph in page 3, in the middle of that page:

with truly coordinated planning and goodwill, developed by clear understanding, the desired future developement and improvement of the region can be carried out without sacrificing self-government at the municipal level.

I wonder if you could elaborate on that. How can you do that?—A. It may be an ideal, sir; we hope that it can be done. We have systems of municipal government,—in fact we have a system of government set up which is representative of the people, and we feel that there is a lot of good in this system. I think that it perhaps represents our democratic ideals, rather than having something imposed from above. We feel that it is rather important, if we are going to stand for this freedom and these democratic ideals, that we should try to retain the system which is developed. I think that it is doubly important, perhaps, in that this is the capital of Canada, and we recognize the fact that some of our members have come to us in considerable alarm saying that this is the capital of Canada. They realize that people come here, not only from the democratic countries, but from the communist countries as well, and what we do here we are judged by. If we find that the democratic system fails, if these organizations that are set up to solve these problems fail us, and we have to have some control superimposed from above, then we think that it is an indication of democracy failing. We would like to suggest, therefore, that everything should be done to encourage the people in this area to do something for themselves. This is not only the cheapest way, but it is the best way, and will produce a national capital plan which is representative of what this whole region stands for.

By Mr. Mang:

Q. Does your organization think that there might be an advantage in regard to attaining the objectives that have been outlined, by having a royal commission appointed to consider the desirability of having a federal district as in Washington, as compared to the F.D.C.?—A. It is something that should be discussed, sir. We are particularly alarmed, and I think our chief alarm is that we feel that that sort of recommendation may have to be made. This has disturbed us very greatly. It is an indication of our failure as citizens to do the job that we should be doing. We think it should be studied. We would not say that we recommend it but we think it should be studied very seriously.

Q. One way of studying it would be to have a royal commission appointed?—A. Yes.

By Mr. Hansell:

Q. There is another question in my mind. I do not want to stray from our responsibilities as the Federal District Commission but your organization has Canada-wide interest in community planning wherever it is necessary. Do you have any public relations scheme whereby you can put your ideas over to the general public? Now, this is what I have in mind, and pardon me if I digress for just a minute. I fancy that most people are nominally interested, but not actively or vitally interested until something arises that concerns them individually.—A. That is correct.

Q. For instance, I live in a small community, a community which would lend itself admirably to real planning, but it just grows. Some club wants something so they ask that something be done. They may want a swimming pool, so they look around for a lot; and then they may want a golf course, so they look around for a piece of property. It is not planned, in that it has no beginning and no ending.

Now, I am wondering if in your public relations you cannot contact interested bodies and put your ideas over to them. For instance, there are many service clubs who are always looking for speakers. Such a thing as this would be of vital interest in smaller communities where there exists among the people much more community spirit than in larger communities. Everybody knows everybody else. The mayor, or the council men are in touch with every citizen; they call everybody by their first names, and they

talk on Saturday night around the stores of what they are going to do. There is an excellent opportunity for the objectives of your organization to be accomplished. Do you have any such public relations?—A. Sir, we have considered that. In fact, we spoke with Mr. Bowker last year. He was at two or our meetings and looked into the matter of how we could cooperate in this way. He suggested that we develop panels of our members who might be drawn from experts in different fields, and on different aspects of planning. Then we could act as a clearing house to send these panels, or speakers around to the different service clubs and groups, just as you suggested. Now, actually that program has not come into effect, because, to be perfectly frank we have been extremely busy. As a citizens organization, we all have other jobs, too. We have just prepared a 10-foot by 20-foot model, which is a model worth \$7,000 or \$8,000 and which cost us only a little over \$100. We persuaded a large group of builders to come up from Pittsburg, and we have carried out some studies. There were four committees formed, who worked for two or three months on the financial and physical planning of that project, and so on. That took a lot of time, so we have not had much opportunity to do these other things. Some of our members have already spoken to some of these groups, and I myself have spoken to four groups including groups in Osgoode and Manotick, and I know that this activity is going to increase. I think that we should expand in that manner to a considerable degree.

One of our members has agreed, in the fall when we recommence our activities, to make a survey, and encourage the interest of all the community associations, the ratepayers associations, and that is something which is definitely on our program for next year.

By Senator Gershaw:

Q. Mr. Chairman, we have had a very full and complete explanation this morning. I understood you to say that you were not satisfied with the progress or the program of the F.D.C. I was just wondering if you could elaborate a little more on that, and just mention the projects that we are not making satisfactory progress with.—A. Sir, I do not think I could say we are not satisfied with the program of the F.D.C. We are not satisfied with the program in respect of the development of the city as a whole. I think the reason is that there is a lethargy to do anything about it. This is not in respect of the Federal District Commission, we know how interested they are.

Mr. RICHARD (*Ottawa East*): I was not here a few minutes ago, but I would suggest that it is fine to talk about community planning, but everything starts from a plan, and it goes back to the point that the Federal District Commission is limited in their capacity to do anything at the present time because there is no plan that is approved for the whole area. How can you have community planning if within that community you have no plans? The only plans that exist at the present time are the plans for the Federal District Commission's own property. In respect of places that are controlled by other authorities, until you have an approved plan, I think we are talking into air all the time. As I said at the first meeting, you have got to have a general approved plan, and within that plan you could have community planning for different districts. There could be exceptions I suppose, but those exceptions would be approved by that authority. I do not suggest that that authority should at any time be the Federal District Commission, or the federal government, but it should be the authorities which approve the plan. I think we cannot criticize planning until there is an approved plan.—A. We can criticize the lack of it, sir.

By Senator Gershaw (Co-Chairman):

Q. The lack of the plan?—A. Yes.

Senator LAMBERT: I would just like to refer a little further to the point that Mr. Hansell dealt with in connection with the paragraph on page 3 of the brief, "—without sacrificing self-government at the municipal level."

I do not think there is any doubt that all the members of this committee are quite sympathetic with the objectives which have been expressed very well by the witness this morning in respect of the educational effort to create proper public interest in planning. Everything he said, it seems to me, serves to emphasize this particular observation on page 3, and serves to emphasize that the problems with which he is dealing will be solved only when practical ways and means, and working relations are found to bring about the necessary cooperation on the part of the municipal body which will give effect to the objective you want.

In connection with the work you are doing, I think we can all say "God-speed". Get as much educational influence applied to the city as you can. You can also supply some definite suggestions in the way of organizations, ways and means, jurisdictional cooperation, to get these things done. Then I think you would have done a real job.—A. Thank you, sir.

The Presiding CHAIRMAN: We are very grateful to Mr. Ferguson and his associates for having come here this morning and having contributed to our work. I understand that Mr. Ferguson has a few more words to say before he leaves. He wishes to make a presentation of some kind.

The WITNESS: It is my pleasure on behalf of the Community Planning Association to present to you, Mr. Chairman, this little gift. As you can see, this is a model of a tree. It is one of the trees which was used in "Dream Town". This brings to you in real form our conviction that we must have participation. That is why we are giving you this tree. Now, it is a very economical gift. We like to do everything in an economical way. As I mentioned, that project was an \$8,000 project and it cost us a little over \$100. This tree symbolizes our great concern for conservation, and economy through the materials which we have used. It also symbolizes our interest in beauty. In handing it to you for the committee we hope that while this committee is in session the members will remember that we have prepared that tree ourselves and in return for the tree we ask you to give us the opportunity to do something for ourselves.

The Presiding CHAIRMAN: I thank you very much. I am a forestry engineer but I am at a loss to say what kind of a tree it is. Thank you very much, Mr. Ferguson.

The next group in attendance before us this morning is a delegation from La Chambre de Commerce de Hull. Mr. Laflamme is here and Mr. Giroux will read the brief.

Le Président au FAUTEUIL: Mademoiselle Aitken, messieurs les membres du comité, nous avons le plaisir ce matin d'avoir avec nous les délégués de la Chambre de Commerce de la cité de Hull. La Chambre de Commerce est représentée ici par M. Alfred Laflamme, son président, et par M. Serge Giroux, son gérant.

Maintenant, si j'ai bien compris, M. Giroux doit lire le mémoire et M. Laflamme sera le témoin. Alors, nous allons procéder comme nous l'avons fait l'autre jour à l'occasion de la visite de la cité de Hull. M. Giroux va lire le mémoire en anglais, et tous les membres du comité qui voudront poser des questions en français à M. Laflamme seront libres de le faire puisque nous avons un sténographe français présent.

I understand, gentlemen, that Mr. Giroux will read the brief in English and Mr. Laflamme will be very happy to answer any questions you wish to put to him. I will call on Mr. Giroux to read the brief.

Mr. J. S. GIROUX, (*Executive Manager, Chambre de Commerce de Hull*):

CONTENTS OF THIS BRIEF

I—Requests falling under the jurisdiction of the F.D.C. alone:

- 1—Completion of the Jacques Cartier Park.
- 2—Continuation of the work to the driveways and approaches to the Lac des Fées.
- 3—Improvement of the approaches to Brewery Creek.
- 4—Landscaping of the ground between Brewery Creek and Gatineau River.
- 5—Moving of Union Station to the site provided in the Master Plan of the capital.
- 6—Construction of hotels, restaurants and other accommodations in Gatineau Park.
- 7—Improvement of overnight accommodation at Lac Philippe.
- 8—National Monument to the dead of the last war.

II—Requests coming under the joint jurisdiction of the F.D.C. and other bodies:

- 1—Demolition of the Interprovincial Bridge and replacement of it by a new one.
- 2—Problem of water pollution in the Ottawa River.
- 3—Grants to municipalities which are forced to move institutions.

III—Conclusion.

INTRODUCTION

La Chambre de Commerce de Hull is a public body constituted under Part II of the Federal Boards of Trade Act, chapter 18, Revised Statutes of Canada, 1952.

Its field of action extends normally over the area of the city of Hull, but because of the interdependence of all parts of the area known and designated as the national capital, this chamber feels duty bound to take an interest in everything which might enhance this vast area.

It is not the intention of the Chamber of Commerce to present a long report of all the projects it cherishes; but we wish to confine ourselves to a few items in the vast project of beautification of the national capital which we consider most opportune and most likely to be easily carried out.

The Chamber of Commerce wishes first to congratulate and thank the F.D.C. for its achievements to date, both in the field of town planning and in the construction of buildings, roads, services, etc. This chamber believes it should present its recommendations under the following two headings:

I

Projects coming entirely under the jurisdiction of the F.D.C. For example:

- 1—Completion of Jacques Cartier Park.
- 2—Completion of the projected works on the driveways and also at Lac des Fées would enable the residents of the capital to have close at hand a place for relaxation and a place of great beauty which we would be proud to show to visitors.
- 3—It would be easy and relatively inexpensive to improve the approaches to Brewery Creek, from the water works to the Ottawa river, joining up with Jacques Cartier Park; in this way a good portion of the Greenbelt would be completed around the National Printing Bureau, an edifice of which we are proud.

4—In the same connection, this chamber feels that it is time to begin improving the vast area which extends from Brewery Creek to the Gatineau river. In that area there are great possibilities of furnishing the working class with a place for rest and relaxation in close proximity to their homes.

5—This chamber is anxious to see the F.D.C. move the Union Station as soon as possible to the site which has been assigned to it in the national capital plan, thus removing the railway tracks in the center of both of the twin cities and clearing the way for the demolition of the Interprovincial Bridge. That bridge is a dilapidated hulk, in the shadow of the nation's parliament, and its replacement by a new bridge with adequate capacity would provide for immediate and future needs and would be integrated into the national capital plan.

6—This chamber would earnestly recommend the erection of hotels, restaurants and concessions in Gatineau Park, to be rented by the F.D.C., so as to furnish better accommodations while making provision for the preservation of the natural beauty. These improvements would be of year-round service to the local population as well as the many tourists from Canada and other countries who daily express the desire, in their written requests, to come and visit the capital and stay a while before continuing on their way.

7—La Chambre de Commerce de Hull would like to see the F.D.C. enlarge the camp sites at Lac Philippe, establish three restaurants there, make available a greater number of rowboat for the visitors; above all, and this seems most essential, we would like to see lifeguards hired, who could eventually give instructions in first-aid and the rudiments of swimming. At the same time, the parking lots could be enlarged, thus making that lake and its beautiful beaches an ideal recreation spot for the people of the area.

8—The many veterans in the Chamber of Commerce and throughout the entire country are anxious to see erected, at the earliest possible moment and at the place provided in the master plan, the national monument in memory of the victims of the last conflict. The survivors of that terrible conflict would like very much to be able to honour, in their lifetime, the memory of their comrades fallen on the field of honour.

II

Projects which the F.D.C. can carry out jointly with other bodies. For example:

1—Replacement of the Interprovincial Bridge by a new one as provided by the national capital plan. The Chamber of Commerce realizes that such construction probably would come under the jurisdiction of various authorities, but it seems also that the F.D.C. is still the authority which is best able and which should take the initiative for it.

2—Water pollution in the Ottawa river is a major problem which could be solved by the Federal Government through one of its departments, such as the Department of Public Works or the F.D.C. in co-operation with the river-side municipalities.

3—La Chambre de Commerce de Hull would like to see the F.D.C. give grants to municipalities which are forced to move certain industrial, commercial or residential institutions to make way for projects in the national capital plan. Take for example the cases of Pilon Ltée and L'Hôpital du Sacré-Coeur. This financial aid should not, however, take care of expenditures occasioned by the normal growth of a municipality.

III—Conclusion

La Chambre de Commerce de Hull deplores the fact that the budget of the F.D.C. is clearly insufficient with relation to its immediate needs. Moreover, we consider that the F.D.C. should be given the necessary means to carry out in ten years the projects which have been spread over a period of 50 years since the present generation would like to enjoy them.

This lack of funds is the cause of the slowness with which the master plan projects are being carried out.

Finally, this chamber believes that a country as prosperous as ours should make more money available to the F.D.C. and we recommend that an initial sum of \$25,000,000 be made available immediately and that an additional sum of \$15,000,000 annually for eight consecutive years, be turned over to the F.D.C., such fund to be cumulative.

La Chambre de Commerce de Hull feels that it is essential for the F.D.C. to engage one or more liaison officers to work between the commission and the municipalities situated in the area covered by the national capital master plan.

There is one subject on which this chamber feels obliged to make a statement: it is that of the political integration of the various municipalities scattered throughout the national capital area.

This Chamber feels that in order for each part to preserve its ethnic identity, it is preferable to preserve its political identity.

La Chambre de Commerce de Hull, it is true, has only an advisory function, but it recruits its 550 members from the fields of industry, the professions and business. It will always be happy to co-operate with the F.D.C. or any other body wishing to avail itself of its services.

M. Caron:

D. Monsieur Laflamme, dans l'item 1, la Chambre de commerce recommande le parachèvement du parc Jacques-Cartier?—R. Oui.

D. Qu'entendez-vous par le parachèvement du parc Jacques-Cartier; qu'y a-t-il à y ajouter?—R. On peut dire qu'à partir du pont interprovincial jusqu'au ruisseau de la Brasserie, il y a des améliorations à faire.

D. Sur toute la longueur?—R. Oui, du fait que le parc Jacques-Cartier part du pont interprovincial.

M. Leduc (Gatineau):

D. Il y a encore un peu de démolition à faire?...—R. Oui, il y a encore des démolitions à faire, des édifices à démolir, exactement.

By Mr. Blair:

Q. Would you enlarge and explain paragraph 2 on page 4, on water pollution. What is your attitude in regard to the city of Hull and the national plan? I am concerned about a rather vague statement there:

Water pollution in the Ottawa river is a major problem which could be solved by the federal government through one of its departments,...

A. We feel that there is work being done by the federal government which might be done on the municipal level and if we wish to eliminate pollution someone must take higher action and disregard some government level and collaborate on the municipal level. In Quebec we think that the provincial government is making progress and is studying the matter but no action has been taken so far. The federal government, through one of its agencies, with

enough funds and talent available, with the municipality in question, could solve pollution in the Ottawa river, at least in the immediate area of the national capital.

Q. We were given to understand the other day that no representations had been given to the provincial government whatever to do anything about that, as far as the city of Hull was concerned?—A. That may be with the administration of the city of Hull. As members of the Chamber of Commerce we are trying to get our municipal council to make some representations, but we know what the answer will be.

Mr. BLAIR: If the question is open there and if there is an interest such as that, I am satisfied.

Mr. PHILPOTT: It should be very clearly understood that we would be embarking on a most contentious project if any one were to suggest that the Federal District Commission should take financial responsibility to enable the municipality of the Ottawa river to solve its sewage disposal problem. I am quite sure that my constituency in Vancouver would take a very dim view of being asked to contribute in any way or to devote any money to the federal government to enable Ottawa or Hull to set up a sewage disposal plant—when we have not got enough money to set up our own sewage disposal plant in Vancouver. In view of the fact that many municipalities have taken, according to what we have seen so far, such a strong line against political integration—and I think it quite justifiable—it seems to me we should be very clear in our own minds just what this Federal District Commission might not do, and what it might do. I do not believe that it should go into the question of sewage disposal plants in any way, shape or form. In regard to the question of grants for things which are made necessary by reason of the existence of the national capital—that is, parks and projects which are due directly to the existence of the national capital, even to bathing beaches or recreation parks for our people, with which I thoroughly agree—it could be part of a park plan and that seems to me to be one thing. However, we would be getting into very deep water if anybody were to try to infiltrate into this national capital plan any idea that just because this happens to be the national capital, then somehow or other there is to be substantial grants of federal money for what, in the opinion of some of us, is essentially a local project. On that basis, it seems to me that the suggestion in regard to sewage disposal certainly comes in that category.

By Mr. Caron:

Q. Health being a provincial matter, I think the provinces should be the authority to stand together. If it comes to financial help from the federal government to clean up the waters, I really believe the Department of Health here would consider helping, but it should come first under the provincial governments. I know that the Ontario government is doing a lot there and is much ahead of the other governments in that matter. They tell me the provincial government in Quebec is studying the matter. I really believe it should come in that way. The provinces should ask help from the federal government but without taking the whole load and putting it on the shoulders of the federal government.—A. It would be a quick way to get it done.

Q. Yes, but it would not be fair. I do not think we should jump on it. It would be infringing provincial rights.

Senator LAMBERT: In connection with this subject which is referred to in this brief in this way, I think it is very important not to have the whole thing confused by trying to simplify it too much as being the responsibility of the Federal District Commission or of the federal government or the responsi-

bility of one or other of the various parties concerned. The situation was set forth pretty amply, I think, at the time when we had Dr. Berry here from the province of Ontario, giving us the results of the survey they had conducted on the Ottawa river from the Mattawa down to Hawkesbury. The problem presented to us is one of jurisdictional cooperation. As far as the dominion government, the federal authority, is concerned, of undertaking the complete cost of purification of this river, that my friend Mr. Philpott has envisaged, that is completely out of the question. There has never been any suggestion of that at any time. The fact of the matter is that there is a share of responsibility in connection with this problem attached to the federal authority, for the simple reason that the municipality of the city of Ottawa would have no problem at all if the capital centre of the country were not established here. That has been responsible for the growth in population, for intensifying the problem of pollution in the river and it has been responsible also for some other problems with which we have to deal, such as the Greenbelt and so on. Surely there is a way in which we can deal with the provinces. The municipalities can deal with it through the provinces. The provincial authorities are acknowledged to be the medium through which the federal authority must deal in connection with inter-provincial matters, not with municipalities at all. The affairs of the municipalities naturally are considered by the provincial boards which have jurisdiction over them. If we are to get anywhere in relation to this very prior claim on the attention of this committee, I think we must approach it from the point of view of cooperation solution. I would like to see the representatives of the city of Hull bring all the influence they can to bear on the provincial authorities to go as far as the province of Ontario has gone, at least in setting up machinery and legislation for the control of pollution on its rivers and streams. If that is done, I do not think there would be very much difficulty about Ontario, Quebec and the federal authorities getting something done.

Senator REID: The suggestion by Senator Lambert regarding the provincial government is the correct one. Every province except Quebec has a law regarding pollution. There are provincial laws under which municipalities can receive assistance from the provincial government. I understand that Quebec has not got that and has not so far given any sign of cooperation. I think that should be stressed, since we must look facts in the face. I am not going as far as Senator Lambert in saying that it is a problem entirely one for the federal government because it is the capital. If one took that attitude, then every other problem here would also be one for the federal government. We must remember the people would not be living here if it were not for the federal government. I am not going as far as Senator Lambert to say the problem of pollution in the city is the responsibility of the federal government. I do not think we should carry the responsibility but as a start towards a solution, I think we should see what the province of Quebec is going to do in the matter of pollution and go on from there to the municipalities and then to the municipalities on both sides to see if they can formulate some plan.

Mr. RICHARD (*Ottawa East*): In the case of the city of Ottawa, when we look at the submission from the mayor—and I have read it and am acquainted with the plans submitted by the city of Ottawa in the past, in connection with sewage and water—we see they went to the trouble of studying the matter in the municipality. It has a plan for sewage disposal, with the cooperation and assistance which the Federal District Commission has been willing to give any municipality in the district. There is at present and will be before the committee plans for sewage disposal and water problems in the Ottawa area, as far as the city is concerned. The cost is given there and then it becomes only a question of getting the plans through with the province of

Ontario and getting whatever assistance is there. There will be hearings of the Ontario board in Ottawa on June 29. This committee could say that the Federal District Commission should contribute only so much. Its share should be a large share as it is a large holder of land in the area. Nothing has come from the city of Hull yet as to a plan for sewage disposal, for elimination of the water pollution or for a new filtration plant for the city of Hull. I think something should be done at that level before talking too much as to who should do it. There should be a plan prepared, with a bill for the job and then the question could be raised as to who is to pay for it. The first thing should be, who is going to make the plan first.

By Mr. Blair:

Q. The point remains that the city of Ottawa has made a plan, as Mr. Richard suggests. My question is what is being done about it in Hull. Have you made any approach? Have you done a survey? What interest was shown in approaching this thing before all the talk about pollution turned up in the last month? That is why I ask you the question, have you made any representations to the government of the province? Just how far have you progressed? Have you a plan? Are you doing anything about that? Are you looking forward to the future? It is for that reason I ask the questions.—A. We acknowledge the lack of planning in regard to the water pollution problem but we are working on a filtration plan for the immediate present and to anticipate the future needs. That plan is being prepared, having been authorized by Mr. Caron while he was mayor and we received the plan about three months ago. We, in the Chamber of Commerce are asking the city council to prepare the necessary plans for the next general meeting to solve the problem of pollution in the Ottawa river.

Mr. LEDUC (*Gatineau*): Mr. Chairman, at the National Capital Planning Committee Mr. Greber, one day, told us that on the Quebec side they would need a general plan to take the sewage, from Aylmer down to Deschenes, to Hull to Point Gatineau, to Gatineau Mills and the sewage disposal plant near the International Paper plant. They have no plan, and they would need a plan similar to the one in Ontario. Nothing has been done, nobody has taken the initiative on the Quebec side. I feel that it should be the city of Hull that should take the initiative, along with the other municipalities in the province of Quebec.

Dr. BLAIR: You suggest a master plan on an area not yet covered.

Mr. CARON: There is no metropolitan committee, but the chamber of commerce are, I believe, making an impression upon the city that they should prepare a plan, and establish the figures of the cost, not only for the city of Hull but for the whole area. With this, as Mr. Richard said, we could work, but otherwise we can do nothing. When the mayor came last week he told us that nothing had been done in this matter. It is very hard to discuss a matter on which we have nothing at all to discuss. I think it should be one of your plans to talk the matter over with the city and the city should talk it over with the province when the time comes.

By Senator Reid:

Q. There is a question arising on page 3. Do you seriously think it is the duty of the federal district to establish restaurants make available a greater number of row boats and hire life guards to teach swimming? Do you really think it is the duty of the F.D.C. to provide those things.—A. You have, in the Gatineau hills, expropriated the whole of Lac Philippe, and you have put the beach facilities, and swimming facilities at the disposal of the public.

By Mr. Caron:

Q. Pardon me, Mr. Laflamme; has that been done by way of expropriation, or by a sale between the two authorities?—A. I should not be able to answer that, Mr. Caron. Anyway, the F.D.C. is the owner, and they have made available wonderful facilities there. They have put at the disposal of the public some facilities which are greatly appreciated. You have 10,000 people there every weekend, on Saturdays and Sundays, for instance. You have made available approximately 60 row boats which are located at the location of the old restaurant. Last year we had a craze of long-range swimmers. Everybody was attempting to swim across Lac Philippe. My daughter, who is only 13 years old, pulled two people out of that lake last year. We rented a cottage from the F.D.C. and she pulled out two people. I would not like to see someone drown out there and have the newspapers published an eight column headline saying that someone had drowned out there, and it was the responsibility of the Federal District Commission. We should provide the public with life guards, and I think we would all benefit as the result of that provision.

By Senator Reid:

Q. Have you given any thought to the whole area being put under the national parks system? These things might come easier through that medium than from the F.D.C.?—A. Who maintains the facilities at Lac Philippe, if it is not the F.D.C.?

Mr. CARON: It is the F.D.C.

Mr. RICHARD (*Ottawa East*): The suggestion is something else. Instead of the F.D.C. owning the Gatineau Park area, it should be declared a national park under another act, with which, maybe, you are not familiar.

By Senator Reid:

Q. And under the national parks systems, perhaps they would be able to give you those things.—A. In the meantime, sir, somebody should provide life-guard facilities for the coming season.

By Mr. Leduc (Gatineau):

Q. On the same question there, I notice you are recommending the construction of hotels, restaurants and other accommodation in the park. Do you not feel that the park should be fully developed as a national park?—A. Yes.

By Mr. Blair:

Q. I will go back to my two questions. I am concerned about this removal of the hospital, and then there is the other industrial concern. The hospital is something that I am interested in. This would have to be done without disrupting the services, of course. Will you elaborate on that matter, in regard to what you are going to do about the hospital? Would you elaborate on your ideas concerning the removal of the hospital.—A. You mean the cost of the services?

Q. Of the Sacred Heart Hospital, yes.—A. You see, the hospital was expropriated and had to be re-located in the other end of the northern section of Hull. In order to accommodate the new hospital we had to increase the water services down there, and the sewage services. In other words, we had to put additional services in to make provision for that area, especially for the hospital. They had to make provision for the future, and we definitely had our hand

forced to put some services down there. I think provision should be made to compensate the city to a certain extent. We had to put an extra fire station for fire protection. We had to enlarge our fire alarm system. I think the city should be compensated a little bit.

Q. You were paying the expenses?—A. Also they should be compensated for the services they provided down there in that part of the city.

By Mr. Leduc (Gatineau):

Q. Does the hospital pay taxes to the city of Hull?—A. They have a flat rate I believe.

Q. For water services mostly?—A. For water.

Mr. CARON: The hospital, being controlled by a religious organization, have to pay for services but they do not pay regular taxes.

By Mr. Blair:

Q. The other question I have concerns the national monument. Are you satisfied with the proposed location that was given the other day, at Nepean Point?—A. No, the master plan has made provision for a monument to be erected on the first plateau of the Gatineau hills, north of Hull. That is approximately four miles from the city, and that would be a beautiful location. You would be able to see the monument from the parliament hill.

Mr. PHILPOTT: Can we see that on the map?

The CHAIRMAN: Mr. McDonald will be good enough to show this location.

Mr. McDONALD: Mr. Chairman, I think it shows the position on this particular map. This map shows the relief of this particular part of the country. The city of Hull is located at this spot, and the first high ground northwest of the city was suggested by Mr. Greber as the location for the national war memorial, in his report of 1950.

Senator REID: Is that towards the Gatineau hills?

Mr. McDONALD: That is the first high point of the Gatineau road.

Mr. CARON: This is the nicest look-out there is in the area.

Mr. McDONALD: It is not near Kingsmere, Mr. Chairman, it is very close to Hull.

Mr. CARON: Is it near Pink lake?

Mr. McDONALD: It is mid-way between Pink lake and Fairey lake. Pink lake is here and Fairey lake is here. It is mid-way between. This is the first point where the ground rises.

Mr. BLAIR: This monument is not only part of the national capital plan, but you have got two references to the word "national" with regard to this national war memorial. To separate the two references, you have the national plan there, and the other reference is to a Dominion of Canada war memorial. This is a central war memorial, and you have the question coming up as to where it should be placed. One might think that, its being a national war memorial for the Dominion of Canada it could well be placed in the central area of this plan; but on the other hand, it might be placed in the centre of the dominion, at Winnipeg.

By Mr. Philpott:

Q. This should not be confused with the cenotaph that the Canadian Legion is pressing for. This is not the same thing. This monument is not going to be built over there.—A. That question came up during the last three months. Nobody knew anything about it before. We all took it for

granted that the government was going to erect a suitable memorial in the location chosen by Mr. Greber and that location is a very ideal one.

Mr. CARON: I think, if you do not mind, Mr. Hay might be able to give a clearer explanation of that, because he has worked on the plan.

Mr. HAY: Mr. Chairman, the proposal in respect to Nepean Point is for a memorial chapel to house the book of remembrance in which the names of the dead and those who served will be inscribed. This is quite separate from Mr. Greber's plan for a war memorial on the Gatineau hills.

Mrs. AITKEN: Is it quite separate from the Legion's plan?

Mr. HAY: The Legion's recommendations are in line with the idea of this chapter from Hull and that is with regard to a memorial. I do not know how they feel about this Gatineau memorial. It has never got down to a practical stage.

Mr. PHILPOTT: Is there any plan yet as to what form the monument would take?

Mr. HAY: The memorial in the Gatineau hills was simply to take the form of a terrace with a simple inscription in the rock behind it, the idea being that from the terrace you would have a view of the whole national capital area, and the cities of Ottawa and Hull. The complete national capital plan would be, in effect, the memorial. That is Mr. Greber's conception. It is not a great cenotaph or statue, or anything like that. It is just a memorial terrace.

The CHAIRMAN: Are there any other questions?

By Mr. Caron:

Q. Coming back to item number 3 on page 4. You are speaking about the Sacred Heart Hospital which has been removed at a cost to the city of Hull. Have you read the brief which was presented by the city of Hull?—A. Yes.

Q. Can you send us your opinion with regard to which items are the responsibility of the Federal District Commission or the Department of Public Works with regard the costs of that removal, and the other charges that are involved, which in my opinion are not really caused by the displacement, but are mainly caused by the natural growth of the city.—A. You want that separate?

Q. Yes. Can you send us your own opinion with regard to this, or the opinion of the chamber of commerce?—A. Yes, we can do that.

The CHAIRMAN: Mr. Leduc?

By Mr. Leduc (Gatineau):

Q. Is your chamber of commerce affiliated with L'Union des Chambres de Commerce de l'ouest de la province de Québec?—A. We have in the past had a representative attending the meeting. I do not know if we have paid our contribution. Mr. Giroux, have we paid?

Mr. GIROUX: Yes.

The WITNESS: I cannot find in my documents the name of our official representative for last year, but I know we appointed two delegates to the convention.

Mr. LEDUC (*Gatineau*): Has your chamber of commerce approved of the brief that was presented by L'Union des Chambres de Commerce de l'Ouest de la province de Québec?

The CHAIRMAN: It has not been brought to the committee.

The WITNESS: La Chambre de Commerce de Hull has not read the brief. We were not consulted on it.

Mr. LEDUC (*Gatineau*): All right.

Le PRÉSIDENT AU FAUTEUIL: Messieurs Laflamme et Giroux, nous vous remercions sincèrement d'être venus ici ce matin et nous apprécions beaucoup le travail que vous avez apporté à la préparation de ce mémoire.

M. Caron vous a demandé quelques explications supplémentaires que nous vous demandons de bien vouloir nous fournir d'ici une dizaine de jours.

The CHAIRMAN: In the name of the committee I wish to thank Mr. Laflamme for having been here this morning with Mr. Giroux. Their contribution is another one which will be useful to this committee.

The WITNESS: Mr. Chairman, on behalf of the chamber of commerce I would like to thank the members of your committee for their patience in listening to our brief and for their kindness in the way they put their questions.

Mr. LAFLAMME: Monsieur le président, Mademoiselle Aitken, messieurs les membres du comité conjoint, je désire vous remercier de l'amabilité que vous avez eue à notre égard en nous permettant de présenter ce mémoire.

The CHAIRMAN: Is it the wish of the committee to—

Mr. CARON: To adjourn.

The CHAIRMAN:—to adjourn or to go ahead with the third brief?

Senator REID: Let us go ahead.

Mr. CARON: It will be too long. I do not think we can look at that next brief.

The CHAIRMAN: You see, these people are here this morning. I expect that they will not be very long, so if we could hear them now, if you could be patient enough to hear them this morning, then they would not have to come back. We have the facilities here today. We have the French reporters and an interpreter, and, as I understand it, this brief may be read in French. I will call on Mr. Lessard, who will read the brief, if it is agreeable to the members of the committee. Perhaps Mr. Oswald Parent and Mr. Guertin also would like to come and sit here.

M. LEDUC (*Gatineau*): Monsieur le président, avant que le mémoire ne soit lu, je voudrais savoir s'il a été approuvé par l'Union des chambres de commerce de l'ouest de la province de Québec?

M. LESSARD: Certainement.

M. LEDUC (*Gatineau*): Quand?

M. LESSARD: C'est-à-dire que le mémoire a été approuvé par l'exécutif à une assemblée,—je n'ai pas la date ici, mais je peux vous la fournir,—à la dernière assemblée de l'exécutif à laquelle toutes les chambres de commerce avaient été convoquées, les représentants des chambres de commerce membres de l'Union des chambres de commerce de l'ouest de la province de Québec.

M. LEDUC (*Gatineau*): Est-ce que le memoire a été présenté aux chambres de commerce?

M. LESSARD: Non.

Mr. LEDUC (*Gatineau*): Just a moment, this is the brief that is known as the Aime Guertin brief.

Mr. LESSARD: Which one?

Mr. LEDUC (*Gatineau*): The one that has been presented to the commission, that you are referring to.

Mr. LESSARD: I am speaking about this one. That is the new one.

Mr. LEDUC (*Gatineau*): That is the new one.

The CHAIRMAN: I think, Mr. Leduc, that we have to take into consideration the fact that Mr. Lessard said that they called a meeting, and they had the brief approved by the executive of their association.

Mr. LEDUC (*Gatineau*): I have the other brief here of two years ago that the same organization or association presented to the Tremblay Commission. None of the members of La Chambre de Commerce de Maniwaki knew anything about it. We have just heard from Mr. Laflamme, who is the chairman of the La Chambre de Commerce de Hull, and who presented a brief. They never saw this brief. This is not a brief of the L'Union des Chambres de Commerce de l'ouest de la province de Quebec; it is a brief presented by one man, Mr. Aime Guertin. I am very glad that he is here today, because I am going to read to him some of the articles that he has published in the French newspaper *Le Droit*. Mr. Guertin knows very well that publicity has a lot to do with public opinion. I will read you a few of his comments that were expressed on the 10th of February, 1954, and reported in *Le Droit*, 11 February 1954. There was at that meeting, at Ste. Rose de Lima, a special reporter sent out to attend that meeting. It was a meeting to organize a new chamber of commerce. Here are the words of Mr. Aime Guertin—because they are cited in *Le Droit* in quotation marks. Here are those words—I shall read a translation from the French article. Mr. Aime Guertin said at the meeting of February 10th, 1954, two years ago, in quotation marks, and these are his words,

"The Federal District Commission is about to throw into bankruptcy, our municipalities, our school boards, our parishes" has declared the writer of the famous report which provoked the anger of the president of the Federal District Commission and which has compelled this body to take certain steps to justify itself.

And this is Aime Guertin's report. It continues:

"Mr. Guertin has also re-affirmed that Hull is about to disappear as a City due to the encroachment of the Commission.

According to the speaker, the Federal District Commission buys the land, demolishes houses. According to the speaker, this depopulating is disastrous."

Then he goes on to say:

"The speaker has qualified as "cheap" the gesture of the board of directors of the Maniwaki Chamber of Commerce."

which is the most important Chamber in L'Union des Chambres de Commerce de l'ouest de la province de Quebec.

"In withdrawing from a decision taken by the Union on the occasion of the congress of the chambers, held at Thurso, and at which the Maniwaki chamber was to be represented.

"The chamber of Commerce of Maniwaki made a blunder because politics crept into the board of directors. But there is discontent among the members of this chamber since this decision was taken by their leaders," he said.

I have got here lots of stories. I have got the report of what Mr. Lessard, who is here today, said at that meeting that night. Mr. Lessard said this, "Mr. George Lessard, notary of Hull, secretary of L'Union des Chambres de Commerce de l'ouest de la province de Quebec said that he had advised the Maniwaki Board of Trade before the convention at Thurso, at which convention the meeting authorized Mr. Aime Guertin to submit a report to the commission." It is Mr. Guertin who prepared the report and submitted it; and today we are facing the same man, who wants to bring in a brief to this committee. If this brief was representative of the ideas of the members of L'Union des Chambres de Commerce de l'ouest de la province de Quebec I would have no objection. But I do not feel that we are going to listen to a

brief presented by one man, especially after this man had written an article, as he did, and talked the way he did, against the Federal District Commission.

After the brief was presented in Hull, before the Tremblay Commission, the newspapers gave it a lot of publicity. The reply of General Kennedy next day in the newspapers, when he was asked what he thought of the brief presented by Mr. Guertin, was "This is all nonsense."

The CHAIRMAN: We can proceed with the reading of the brief, and there can be questions put to Mr. Lessard after he has finished reading it. I understand he wishes to read the brief in French. We have reporters here who will look after that.

Senator LAMBERT: Mr. Chairman, I do not wish to interfere with the proceedings but I must point out that I have an appointment which will take me away from this meeting at 12.45. Then, I do not know whether you have a quorum or not, so far as the Senate is concerned. I am just mentioning this now because, while I have not had a chance to read through this brief—I have glanced through it and I believe there are certain references in this brief that will be very provocative. I do not think this committee should be used as a channel or a springboard to discuss any partisan political matters at all. I would say that it would be quite all right to receive this brief, and to have it recorded; but I do not think it is going to lend very much to the judicial tone of the discussions in this committee to have to consider a good deal of recrimination in regard to what happened between representatives supporting this brief, and General Kennedy, or what they may have said about anything in the past. It is prejudicial to the whole course of the discussion.

The CHAIRMAN: Senator Lambert, I think you are quite right.

L'Union des Chambres de Commerce de l'ouest de la province de Quebec may wish to revise their brief. We may not have the time to go through it all this morning. I am afraid that we cannot adjourn until this afternoon, because in the House of Commons we will be in committee of the whole. For that reason I presume that the members would not wish to stay away from the house. Therefore we will adjourn, to the call of the chair.

The committee adjourned.

APPENDIX "A"

HULL, le 23 avril 1956.

Au Comité conjoint du Sénat et de la Chambre des Communes.

Monsieur le Président

Messieurs,

Le 29 janvier 1954, la Commission Tremblay (commission royale d'enquête sur les problèmes constitutionnels de la province de Québec), siégeait à Hull, et l'Union des Chambres de Commerce de l'Ouest de la province de Québec lui soumettait un très important mémoire sur la répercussion des projets de la Commission du District Fédéral, sur la région de Hull. Ce mémoire fut présenté par monsieur Aimé Guertin, président honoraire à vie de cet organisme, lequel groupe quelque 20 Chambres de commerce représentant des localités toutes sises dans l'Ouest du Québec.

Votre Comité-conjoint veut bien entendre ceux qui désirent vous soumettre leurs vues, pour ou/et à l'encontre du mémoire à vous présenté par la Commission du District Fédéral. C'est là un geste tangible de démocratie bien comprise, et l'Union des Chambres de Commerce de l'Ouest de la Province de Québec, dûment autorisée à ce faire lors de la dernière assemblée de son Exécutif, tient à se prévaloir de cette occasion pour à son tour vous soumettre quelques vues sur le mémoire présenté par cette Commission du District Fédéral.

Tout d'abord, nous insistons pour vous affirmer ici que notre mémoire à la Commission Tremblay forme la base de ce présent mémoire. A sa lecture, vous constaterez que nous touchons du doigt, tant dans les principes que dans les réalisations, tous les aspects se rapportant à ces deux postes du District Fédéral et de la région de Hull ou partie ouest du Québec affectée par ce fameux District Fédéral, d'une part, et aux diverses relations mettant aux prises ces deux postes, d'autre part. En conséquence, le nombre de copies requis de ce mémoire vous est par les présentes remis pour faire partie intégrale du mémoire que nous vous soumettons actuellement.

Ce mémoire présenté à la Commission Tremblay est, à notre sens, si complet, qu'il n'y a pas pratiquement rien de neuf à ajouter, sauf nos remarques quant aux conclusions du rapport soumis par la Commission du District Fédéral, sans oublier une insistance réitérée de notre part pour faire remarquer à votre Comité-conjoint combien la politique générale de la Commission du District Fédéral est loin de plaire aux citoyens de la région de Hull et de la partie ouest de la province de Québec. Loin de nous de rejeter complètement l'idée d'un District Fédéral. C'est l'application même de cette idée que nous discutons, ainsi que vous pourrez le constater.

Alors donc, voici, en sorte d'appendice à notre mémoire ci-haut relaté (déjà complet par lui-même, répétons-le), quelques points importants sur lesquels nous osons réclamer votre bonne attention et votre étude désintéressée:

1.—COMPOSITION DE LA COMMISSION:—Cette Commission se compose de 20 personnes, dont 3 du Québec, et de ces 3 personnes, 2 sont de la cité de Hull. Quant au comité d'aménagement, l'on y trouve 11 personnes, dont une seulement du Québec. Les Officiers de la Commission, l'exécutif en quelque sorte, sont au nombre de 9, dont un seul canadien-français. Or, si l'on tient compte du fait que sur la superficie du District Fédéral couvrent 900 milles carrés, quelque 536 milles carrés d'iceux se trouvent dans la province de Québec, il est patent que la part faite aux Canadiens-français est, disons-le, décevante!... Et ce, compte tenu du nombre de ces personnes officielles constitué par les représentants des provinces à majorité anglaise. Il faudrait qu'environ le tiers des personnages ci-haut nommés soient canadiens-français. Et

ne venez pas déclarer qu'il ne s'agit pas ici de vérifier l'origine raciale des personnages en question. Il y a assez de compétences parmi les Canadiens-français pour satisfaire aux exigences du District Fédéral. De plus, précisons ici qu'il faudrait que, particulièrement, la représentation de ces personnes officielles venant de la cité de Hull et de l'Ouest du Québec, soit plus importante. Il est inconvenable que la cité de Hull n'ait qu'un représentant au sein de la Commission, que l'Ouest du Québec n'en ait aucun. Certains organismes, pour obvier au fait que nous n'avons qu'un représentant pour Hull, voudraient que ce représentant puisse y déléguer son substitut. Nous allons plus loin qu'eux: il faudrait au moins 2 représentants pour la Cité de Hull. Quant à l'Ouest du Québec, eh bien, le représentant de la province de Québec devrait être un résident, de cette partie de la Province, et qu'une règle de Loi soit prévue à cet effet par la Commission. Mais, de toute façon, ne serait-il pas encore préférable et combien plus juste d'inclure quelques résidents de l'Ouest du Québec, disons un canadien-anglais et deux canadiens-français, en plus du représentant de notre Province? Enfin, est-ce qu'un représentant de l'Union des Chambres de Commerce de l'Ouest du Québec ne devrait pas faire partie de la Commission du District Fédéral, notre groupement étant le plus représentatif de cette région quant au territoire couvert, aux municipalités, y comprises, et quant aux citoyens influents qui en font partie, soit canadiens-anglais soit canadiens-français!

2.—EXPROPRIATION:—a) Le rapport de la Commission demande le pouvoir d'exproprier sans avoir obtenu au préalable le refus de vendre du propriétaire. Nous sommes catégoriquement contre cette mesure. L'expropriation est de droit strict et extraordinaire. Toute mesure dilatoire doit être en faveur du propriétaire, afin qu'il ne soit pas dérangé moralement et physiquement de façon trop brusque dans son droit de propriété. Il existe déjà assez de mesures ou de lois diminuant le droit du propriétaire ou la liberté individuelle, sous le prétexte, bon la plupart du temps il va sans dire, du bien général, qu'il ne faut pas accorder trop de facilité à des organismes chargés de réaliser, eux, le bien général quant il s'agit de fins d'embellissement seulement.

b) *The Ottawa Citizen*, édition du 6 mars 1954, commentait un jugement de la Cour Suprême, lequel n'avait pas des mots tendres à l'occasion d'un jugement de la cour d'Échiquier, sur un cas d'expropriation. Mais son Honneur le Juge Thorson, se sentant attaqué, se défendit en recommandant une définition statutaire du mot "valeur", mot ou concept qui devrait s'inspirer particulièrement de la valeur de remplacement actuelle au lieu de la valeur marchande ou dépréciée. Et cet Honorable Juge avait entièrement raison. Il ne pouvait qu'appliquer la loi telle que faite ou interprétée présentement. Alors donc, il y aurait lieu de donner suite à cette recommandation de ce savant Juge.

3.—RESPECT DE NOTRE LANGUE:—Nous tenons tout d'abord à féliciter la Commission du District Fédéral pour l'appellation française du Lac des Fées. Toutefois, nous voudrions qu'elle persiste à la maintenir tout le temps et de façon toujours officielle. C'est ainsi que nous remarquons que son rapport parle assez souvent de "Faurey Lake"! Comme il est difficile, osons le dire, de faire appliquer le fameux "fair play" britannique en ce domaine. Comme il y aurait à dire là-dessus! Aujourd'hui même, le major Kennedy affirmait à votre Comité conjoint qu'il rendrait "enfin" justice au caractère bilingue du pays "si votre comité le recommande"! Réponse précieuse et inconcevable de la part d'un haut fonctionnaire d'un pays bilingue! Il convient ici de féliciter les députés Alexis Caron, Jean Richard et Omer Gourd, pour leur attitude à cet égard. Le major Kennedy, selon les journaux, aurait déclaré qu'il "serait heureux de préparer des enseignes bilingues si votre Comité

nous le recommande". Nous aimerions mieux qu'il se soit fait un devoir de respecter notre caractère bilingue. Le fait d'être heureux ou malheureux est immatériel en la matière! La réclame, les enseignes, la publicité, les affiches, etc., tout devrait être rigoureusement bilingue. Et non pas seulement bilingue de fait, à quelque jour donné! Mais bien bilingue "dans le temps" si l'on peut dire, i.e. que tout devrait être bilingue en même temps. Prenons le cas du présent rapport soumis par la Commission du District Fédéral. Il est quasi certain que le rapport en langue française n'a pas été publié ou distribué en même temps que le rapport anglais, si par chance il est actuellement fait ou distribué! De toute façon, nous avons dû nous contenter du rapport en langue anglaise.

Sur ce sujet de la langue française, il y a un autre point important à considérer. Il s'agit de l'appellation des parcs, promontoires, lacs, etc., et à ce sujet disons de suite que la Commission devrait se faire un devoir historique et national de ne pas "débaptiser" ce que l'histoire, la coutume, la langue, le souvenir, a consacré et baptisé. Et ici, nous prenons à la fois la défense des appellations anglaises. C'est ainsi que le lac Meach doit demeurer le lac Meach. Mais le lac Harrington, lui, devrait à cause de ce que dit plus haut, se nommer le lac Mousseau ou lac à Mousseau! La suggestion suivante ne serait pas négligeable, à notre point de vue: les trois-quarts des appellations devraient être en langue française pour les noms à donner du côté du Québec, l'autre quart serait en langue anglaise. Et la proportion, en sens inverse, serait la même pour la province d'Ontario. De toute façon, si l'on veut garder au territoire couvert par le District Fédéral son caractère bilingue, il faut commencer par respecter les noms originaires mieux qu'on l'a fait jusqu'ici! Remarquez bien que notre mouvement ne compte pas que des Canadiens-français. Mais nous savons que les Canadiens-anglais faisant partie de notre Union, déplorent eux aussi le sort fait au caractère bilingue du pays au sein de la Commission du District Fédéral.

4.—TAXES ET OCTROIS:—L'on sait que le District Fédéral ne paie pas de taxes. Coïncidence ou conséquence de notre mémoire présenté à la Commission Tremblay, des octrois sont accordés aux municipalités concernées pour compenser quelque peu pour la perte de taxes, il est bien clair que ces municipalités ne sont pas des plus heureuses d'une telle situation.

Ces octrois sont vraiment insuffisants, représentant paraît-il une proportion minime des taxes qui seraient autrement perçues. De plus, qu'advient-il des pertes de taxes pour les années avant 1951? Et même, en fait, est-ce que la Cité de Hull a reçu de tels octrois? De toute façon, n'y aurait-il pas lieu de reviser complètement la situation faite aux municipalités sises dans le territoire du District Fédéral, et adopter à ce sujet une politique juste, équitable et profitable pour lesdites municipalités, ce qui serait en définitive bien qu'indirectement, pour le bien même du District Fédéral? Nous croyons qu'il est possible de trouver une formule à cet effet, qui permettrait à ces municipalités d'avoir des octrois équivalents 100% aux taxes perdues, octrois qui seraient en outre perpétuels et garantis. Aux spécialistes d'y voir. Non seulement les municipalités en question doivent voir au règlement heureux de cet important problème financier, mais le District Fédéral lui-même est ou devrait être intéressé à prendre la part des municipalités. Monsieur Lionel Marleau, rédacteur du Droit, se déclarait "surpris d'entendre que la ville de Hull recevrait plus du gouvernement Fédéral, en vertu de la législation actuelle, si elle prenait la peine d'en faire la demande en remplissant les formules requises." Il est anormal qu'une municipalité perde ainsi de fortes sommes d'argent à cause de formalités non satisfaites.

Cette commission ou ce comité devrait éclairer les dirigeants de nos municipalités à cet effet. Mieux, cette législation devrait être ainsi faite

que les municipalités ne puissent perdre ces sommes pour une raison aussi futile. Enfin, disons-le, ça ne devrait pas être aux municipalités de quémander ces sommes d'argent mais bien aux autorités supérieures à les accorder.

5.—RÉALISATIONS URGENTES:—La Commission du District Fédéral a réalisé de belles choses jusqu'ici. Toutefois, des réalisations plus importantes devraient avoir priorité sur la création de parcs, promontoires, promenades, etc. C'est ainsi que la construction de ponts entre les Provinces de Québec et d'Ontario, particulièrement près des édifices du Parlement, entre Britannia et Deschênes, entre Pointe-Gatineau et Rockcliffe, est probablement le projet le plus urgent de tous. Toutes les associations et tous les citoyens de Hull ne cessent de réclamer des ponts additionnels entre la région de Hull et la région d'Ottawa. Nous avons l'impression que trop souvent le district Fédéral met la charrue avant les bœufs. Pour citer un autre exemple, disons que la Commission du District Fédéral ne semble pas accorder beaucoup de soucis à la défense civile. Le règlement de la pollution des eaux de la rivière Ottawa est un autre exemple de ces problèmes urgents. Pour la capitale du pays, pour le territoire dépendant de ce District, il nous semble qu'il s'agit là d'un projet d'importance primordiale. En somme, les projets de base même ne sont pas ou à peu près pas réalisés ou réglés. Oh! nous savons que la plupart de ces projets impliquent la collaboration, parfois la contribution, toujours la coopération, souvent le consentement, des municipalités et/ou des provinces concernées! Cela n'est pas facile; mais, raison de plus pour faire se réaliser avant toutes autres choses ces projets. Et cela aidera même grandement la Commission du District Fédéral à provoquer une attitude définie, tranchée, déterminée, et satisfaisante pour tous, de la part des municipalités et des provinces de Québec et d'Ontario, de même que du Gouvernement Fédéral lui-même! Le reste viendrait par surcroît, par exemple la création de parcs, promenades, promontoires, etc. Trop souvent, il nous semble que cette Commission met du sucre et des décorations sur un gâteau non tout à fait cuit!

6.—ASPECTS CONSTITUTIONNELS:—Certains députés, certains sénateurs, préconisent la création d'un District Fédéral intégral et autonome, et des associations, des groupements, des officiers de l'État, des citoyens, s'en font les propagandistes. Même, une certaine bureaucratie, à ce qu'il nous semble, paraît avoir décidé que ce District Fédéral se réalisera ainsi. Est-ce que le Gouvernement Fédéral ne devrait pas faire taire cette bureaucratie et ces agents ou propagandistes, et adopter officiellement le principe d'un District Fédéral architectural seulement? Nous savons bien que des paroles rassurantes à cet effet ont été prononcées, particulièrement par le Premier Ministre du Canada. Mais, en plus d'adopter une attitude de principe, il faudrait que le Gouvernement précise davantage l'application de ce principe dans les faits eux-mêmes, et que surtout il voit à ce que la Commission du District Fédéral applique rigoureusement les normes établies par l'autorité supérieure.

Le rapport de la Commission demande le pouvoir de définir les limites, les tenants et aboutissants du territoire du District Fédéral, et même, elle voudrait avoir celui de les modifier et de les changer si nécessaire. Rien ne s'oppose à ce que cette Commission suggère, même par des cartes géographiques, le territoire qui dépendrait du District Fédéral. Mais encore faut-il faire très attention! Il ne faudrait pas accorder à cette Commission des pouvoirs lui permettant en somme de déterminer elle-même ce territoire, d'en changer l'étendue à bon vouloir. C'est aller trop loin en besogne. Il faudrait préciser restrictivement et prudemment cette demande de la Commission. D'ailleurs, cette demande est trop vague, trop imprécise, et laisse la porte ouverte à trop d'interprétations diverses.

7.—DEMANDES EXCESSIVES:—La Commission demande le pouvoir d'acquérir des biens jusqu'à concurrence de \$50,000.00 sans avoir à obtenir au

préalable l'assentiment du Gouverneur en Conseil, la limite actuelle étant de \$5,000.00. Elle voudrait aussi se dispenser de cet assentiment pour disposer elle-même de biens réels d'une valeur n'excédant pas \$10,000.00. Enfin, elle veut avoir le pouvoir d'acquérir et de détenir des immeubles excédentaires pour les vendre après que la valeur en aura été accrue à la suite de l'exécution d'un projet d'aménagement. Eh bien: ce sont là des demandes excessives, surtout la dernière. Cette Commission a déjà trop tendance à agir sans contre-partie de responsabilité directe envers les citoyens pour que l'on augmente ainsi ses pouvoirs. Pour ce qui concerne la demande en dernier lieu formulée, votre Comité ne devrait pas du tout permettre à cette Commission de spéculer. Toute appréciation de valeur immobilière provoquée par l'embellissement de nos lieux, devrait accroître au bénéfice des citoyens-propriétaires eux-mêmes;

Compte tenu de notre époque inflationnaire, nous approuverions tout au plus le doublement des montants actuels, dans le cas des deux premières demandes citées plus haut.

8.—PROPAGANDE:—La propagande de la Commission du District Fédéral est loin d'être rassurante! Elle trahit plutôt l'impression qu'il s'agit d'un district fédéral autonome à tous points de vue. Or, il nous semble qu'il serait plus satisfaisant et plus facile de réaliser un tel district aux seuls points de vue d'urbanisme, paysagiste, architectural, et d'apparence extérieure. Nous n'avons aucunement besoin de la réaliser à la façon dont celui des États-Unis l'a été. Oh! nous savons que parfois des déclarations sont faites à l'effet qu'il n'y a rien de tel! Mais, nous nous effrayons d'autres déclarations de principe à l'effet que le District Fédéral intégral (politique, constitutionnel, gouvernemental, autonome) se réalisera fatalement! Le temps ne compte pas pour les protagonistes de cette théorie. Or, nous aimerions, en un sens ou dans l'autre, un énoncé de principes définitif de la Commission à ce sujet. De cette façon, nous saurions une fois pour toute à quoi nous en tenir!

9.—CONSULTATION DES INTÉRESSÉS:—Nous croyons que les intéressés ne sont pas suffisamment consultés sur les réalisations de la Commission. Les gouvernements municipaux et provinciaux et parfois fédéral devraient être plus souvent des parties décisives. Pour exemple, si la Commission "décide" de créer un parc en la cité de Hull, cette dernière devrait être celle qui "décide" en dernier ressort! C'est peut-être trop demander? Non, si l'on tient à ce que chacun conserve son autonomie, sa liberté.

10.—CHOSSES DIVERSES:—Voici quelques points sur lesquels nous voulons attirer votre bienveillante attention:—

a) Tant qu'à créer des parcs, promenades, promontoires, etc., n'y aurait-il pas lieu de prévoir la construction d'hôtelleries, auberges, salles à manger, etc., dignes d'eux? Pour exemple, ne serait-il pas nécessaire de construire le plus tôt possible un hôtel à Ste-Cécile de Masham, au centre même du Parc de la Gatineau? Les citoyens canadiens, les touristes, en profiteraient grandement. Ne serait-il pas opportun aussi que les nombreux lacs situés sur le territoire du Parc de la Gatineau, soient organisés et ensemencés de truites, afin qu'une section importante de notre population puisse bénéficier de leur sport favori?

b) Nous réitérons, à cause de son importance, notre surprise de constater qu'aucune mention de ponts additionnels entre Hull et Ottawa n'est faite au rapport de la Commission!

c) Nous avons bien remarqué que la gendarmerie royale à cheval patrouille les promenades du District Fédéral et du Parc de la Gatineau, dans la province de Québec. Cela donne évidemment de l'allure et du ton au

District. Mais, ne trouvez-vous pas qu'il est humiliant et disons-le "enrageant" de se faire patrouiller par des gens qui ne parlent pas notre langue? Si au moins, ces gens étaient tous des bilingues, et qu'ils se serviraient de l'une ou l'autre des deux langues officielles, selon le cas, ce serait là un moindre mal. Nos routes, nos héritages, nos patrimoines, tout le système routier sous le contrôle du District Fédéral est patrouillé par cette Police! Ne saurait-il pas y avoir révision de la politique de la Commission à cet effet? Rien n'empêche cette Commission d'établir un système uniforme de circulation, mais les autorités policières municipales ou provinciales, selon le cas, devraient être les organismes chargés de l'application de ces lois de circulation, avec pouvoirs à cet effet.

d) D'ailleurs ce nom de "District Fédéral" prête à confusion! C'est monsieur Clément Brown, rédacteur au Droit, (janvier 1956) qui déclarait que l'appellation devrait être "Commission de la Capitale Nationale". Si le Gouvernement fédéral changeait ainsi ce nom, ce serait la meilleure preuve qu'il ne désire pas un district fédéral politique autonome, mais une capitale nationale belle, attrayante et digne du Canada, tout simplement. Car c'est bien là le but essentiel de toute l'affaire. Point n'est besoin d'intégrer le territoire affecté en une sorte de 11^{ème} Province!!! De toute façon, nous endossons entièrement cette appellation de la part de Monsieur Brown.

e) Le rapport mentionné que la Commission fait appel aux agents d'immeubles pour ses transactions. Nous protestons contre cette affirmation. Nous ne croyons pas que les agents d'immeuble de Hull ou de l'Ouest du Québec aient été sollicités de la part de la Commission pour des fins professionnelles. Il faudrait enquêter là-dessus, et agir en conséquence. De plus, nous sommes d'avis que la Commission devrait payer pour la correction des titres des terrains qu'elle acquiert, sachant que la plupart du temps le vendeur n'est pas très fortuné, et que ce surcroît de dépenses ne grèverait pas indûment le budget de la Commission. Par ailleurs, nous nous demandons si tous les notaires ou avocats, du moins ceux de la région de Hull, ont vu leurs services professionnels requis par la Commission. De quel critère se sert cette Commission pour choisir tel ou tel homme de loi? Aucune discrimination directe ou indirecte ne devrait exister en ce domaine, sauf celle de la valeur professionnelle et de l'expérience le cas échéant.

f) La part faite à la cité de Hull et à la région de Hull quant aux édifices fédéraux est vraiment pitoyable! Nous avons l'Imprimerie nationale. La belle affaire! Le Fédéral devrait bâtir au moins une dizaine d'édifices fédéraux pour loger ses ministères de ce côté-ci de la Rivière, puisqu'ils seraient ainsi plus prêts du Parlement fédéral lui-même qu'en tout autre site ontarien. D'ailleurs, nous mentionnons une dizaine pour ne pas dire plus, car si toute une série d'édifices fédéraux borde le côté ontarien de la rivière Ottawa, une autre série d'édifices du même genre devraient faire le pendant du côté du Québec. Le District Fédéral voudrait-il dire que tous ou presque tous les édifices fédéraux doivent nécessairement être du côté ontarien? Si le District Fédéral est homogène, ne forme qu'un seul but, pourquoi cette discrimination? Le ministère des Travaux publics et cette Commission se doivent de réviser leur politique à ce sujet.

g) La Commission devrait également prévoir plus de routes propices au commerce et à l'industrie.

A ce sujet, nous déclarons que la surface accordée à l'industrie pour la région de Hull est nettement insuffisante, et préjudiciable au bien même et au développement complet de cette région. A peine 1584 acres, dont 109 acres pour la cité elle-même, sont départis à cette région. La région d'Ottawa, elle, aura 5012 acres pour l'industrie! Il s'agit là d'un aspect très important pour nous du district de Hull; la propagande en faveur du District Fédéral

ne fait que redire à qui mieux mieux que nous sommes privilégiés de pouvoir vivre au sein de ce district. Le Gouvernement fédéral est devenu propriétaire du quart (pour ne pas dire plus) de la superficie territoriale de la cité de Hull, et du tiers de celle du village de Ste-Cécile de Masham. C'est l'économie de toute la région bouleversée, paralysée, et qui sait, avant peut être longtemps, le mode de vivre de tous et chacun modifié et transformé, et ce ne sont pas là des facteurs très réjouissants pour nous, vous l'avouerez!

h) Quelques avancés du rapport de la Commission du District Fédéral ont grandement raison de nous effrayer. En voici un seul exemple à la page 20, tout au bas, il est dit que "The Ottawa-Hull area is treated as one physical, social and economic whole"!

i) Bien que cette Commission du District Fédéral ne s'occupe pas directement de la réalisation de projets de construction de maisons familiales, il serait juste qu'elle emploie son influence pour que du côté de la province de Québec, de tels projets se réalisent en plus grand nombre, de même que la construction de résidences privées par les citoyens eux-mêmes, et ce grâce à l'obtention de prêts hypothécaires de la Centrale d'hypothèque et de logement, et des compagnies privées. Pour exemple, sur 1830 maisons construites pour des Vétérans, seulement 275 furent bâties dans notre Province. Ne serait-il pas du devoir de cette Commission, en autant que faire se peut, de promouvoir ce genre de constructions. Si le District Fédéral doit exister des deux côtés de la Rivière, cette Commission ne voudrait pas, ne peut vouloir faire du côté ontarien un district résidentiel et industriel et du côté québécois une simple étendue de parcs et de promenades;

j) Dans la province d'Ontario, le propriétaire exproprié jouit d'un privilège qui n'est pas accordé à celui du Québec. En effet, si paiement est différé sans que la faute soit celle du propriétaire, ce dernier reçoit intérêt au delà d'un délai de 90 jours (voir rapport, pages 65 et 66). Le rapport précise qu'une telle mesure est en voie de réalisation pour le Québec. Mais encore là, pourquoi tout d'abord régler la question pour l'Ontario, et attendre pour notre Province? Que diraient les gens d'Ontario si la Commission agissait en sens inverse? S'il s'agit d'une difficulté technique ou légale, et nous ne voyons pas quelle puisse être cette difficulté, pourquoi ne pas mettre en force une telle mesure en même temps dans les deux Provinces?

Nous terminons ce mémoire en exprimant l'espoir d'avoir un jour une capitale nationale sans rivale dans le monde entier! C'est dire que nous sommes loin d'être contre l'idée même d'avoir une capitale harmonieuse et belle, d'une architecture unique au monde tant par ses beautés naturelles que par l'œuvre de l'homme. Nous critiquons certes maintes tendances, maints principes de la Commission régissant la Capitale et son district. Cette Commission a à son crédit de magnifiques réalisations. Mais ce mémoire, n'ayant pas pour objet de souligner ces réalisations, mais bien plutôt d'indiquer ce que nous n'aimons pas de cette Commission, expose, d'une façon que nous voulons constructive, des critiques que nous soumettons à votre étude. Précisément, les journaux de ces jours-ci rapportent des opinions, des déclarations, des compte rendus qui justifient et nos critiques et nos craintes, certains personnages ou certains groupements allant même jusqu'à réclamer la création d'un "véritable" district fédéral. Nous nous élevons hautement contre ces tendances, ces principes, et nous endossons pleinement l'attitude de la cité de Hull et d'Ottawa (car la cité d'Ottawa est loin d'être gagnée elle-même à cette idée), de même que celle de tous les autres groupements ou associations qui comme nous ne veulent pas d'un district fédéral autonome, copie plus ou moins fidèle de celui des États-Unis.

L'UNION DES CHAMBRES DE COMMERCE
DE L'OUEST DE LA PROVINCE DE QUÉBEC.

THE FOLLOWING IS AN ENGLISH TRANSLATION OF THE
DELIBERATIONS CARRIED ON IN FRENCH ON THIS DATE

The PRESIDING CHAIRMAN: Miss Aitken and gentlemen, of the Committee, it is our pleasure to have with us this morning the delegates from the Hull Chamber of Commerce. The Chamber of Commerce is represented here by its president, Mr. Alfred Laflamme and its manager, Mr. Serge Giroux.

Now if I have understood correctly, Mr. Giroux is to read the brief and Mr. Laflamme will be the witness. So we shall proceed as we did the other day on the occasion of the visit from the City of Hull. Mr. Giroux is going to read the brief in English, and any members of the Committee who may wish to ask Mr. Laflamme questions in French will be free to do so, since we have a French stenographer present.

By Mr. Caron:

Q. Mr. Laflamme, in item 1, the Chamber of Commerce recommends the completion of Jacques Cartier Park?—A. Yes.

Q. What do you mean by the completion of Jacques Cartier Park, what is there to add to it?—A. One might say that from the Interprovincial Bridge to Brewery Creek there are improvements to be made.

Q. Over its whole length?—A. Yes, since the Jacques Cartier Park starts at the Interprovincial Bridge.

By Mr. Leduc (Gatineau):

Q. There is still a little demolition to be done?—A. Yes, there is still some demolition to be done—buildings to be demolished. Precisely.

The PRESIDING CHAIRMAN: Mr. Laflamme and Mr. Giroux, we sincerely thank you for coming here this morning and we greatly appreciate the work you have put into the preparation of this brief.

Mr. Caron has asked you for some further explanations and we ask that you will kindly furnish us with them in about ten days' time.

Mr. LAFLAMME: Mr. Chairman, members of the joint committee, I wish to thank you for the kindness you have shown us in permitting us to present this brief.

I should also like to thank Mr. Caron for having made the necessary arrangements at the last minute.

Mr. LEDUC (*Gatineau*): Mr. Chairman, before the brief is read, I should like to know if it has been approved by *l'Union des chambres de commerce de l'Ouest de la province de Québec* (Union of Chambers of Commerce of Western Quebec)?

Mr. LESSARD: Certainly.

Mr. LEDUC (*Gatineau*): When?

Mr. LESSARD: That is, the brief was approved by the executive at a meeting, —I do not have the date here, but I could get it for you—at the last meeting of the executive to which all the Chambers of Commerce have been called, the representatives of the chambers which are members of the *Union des chambres de commerce de l'Ouest de la province de Québec*.

Mr. LEDUC (*Gatineau*): Was the brief presented to the Chambers of Commerce?

Mr. LESSARD: No.

ENGLISH TRANSLATION OF APPENDIX "A"

HULL, April 23, 1956.

To the Joint Committee of the Senate and House of Commons.

Mr. Chairman, Gentlemen,

On January 29, 1954, the Tremblay Commission (Royal Commission on constitutional problems of the Province of Quebec), sat in Hull and the Union des Chambres de Commerce of Western Quebec submitted to that Commission a very important brief on the repercussions of the Federal District Commission's projects on the Hull region. This brief was presented by Mr. Aime Guertin, honorary life chairman of that body, which groups together 20 Chambers of Commerce representing localities which are all situated in Western Quebec.

Your Joint Committee is willing to hear those who wish to present their views to you for and/or against the brief presented to you by the Federal District Commission. That is a tangible gesture of democracy rightly understood and the Union des Chambres de Commerce of Western Quebec, duly authorized at its last executive meeting, wishes to take this opportunity to submit to you in its turn some views on the brief presented by this Federal District Commission.

At the very outset, we wish to affirm here that our brief to the Tremblay Commission forms the basis of this brief. On reading it, you will find that, both in principle and in action, we touch on all aspects relating to those two items of the Federal District and the Hull region or western part of Quebec affected by this famous Federal District on the one hand, and on the other hand, to the various relationships bringing those two into conflict. Consequently, the required number of copies of that brief are hereby presented to you to comprise an integral part of the brief we are now submitting to you.

In our opinion, this brief presented to the Tremblay Commission is so complete that there is practically nothing new to be added, except our remarks about the conclusions of the report submitted by the Federal District Commission. And we should not forget either our repeated insistence in pointing out to your Joint Committee how far the Federal District Commission's general policy fall short of pleasing to the citizens of the Hull area and the western part of the Province of Quebec. Far be it from us to completely reject the idea of a Federal District. It is the actual application of that idea which we discussed, as you will find.

So here, then, as a sort of appendix to our abovementioned brief (we repeat, it is complete enough in itself), are a few important points which we venture to draw to your sympathetic attention and disinterested consideration:

1—COMPOSITION OF THE COMMISSION:—This Commission comprises 20 persons, 3 of whom are from Quebec, and of those 3 persons 2 are from the City of Hull. As for the planning committee, there are 11 persons on it, only one of them from Quebec. The officers of the Commission, the executive so to speak, are 9 in number and only one is a French-Canadian. Now if we take into account the fact that, of the 900 square miles covered by the Federal District, some 536 square miles are in the Province of Quebec, it is plain that the share given to French-Canadians is, let's say it, disappointing!... And this is taking into account the number of representatives on the executive from provinces which are mostly English. About a third of these people should be French-Canadian. And do not tell us that it is not a case here of checking into the racial origin of the persons in question. There are enough competent people among the French-Canadians to satisfy the requirements of the Federal District. Moreover, let us make it clear here and now that there should be a greater representation of officials from the City of Hull and Western Quebec.

It is inconceivable that the City of Hull should have only one representative on the Commission and that Western Quebec should have none. Certain organizations, to get around the fact that we have only one representative for Hull, would like that representative to be able to delegate his alternate. We go farther than they and say that there should be at least two representatives for the City of Hull. As for Western Quebec, well, the Quebec representative should be a resident of that part of the Province and a regulation to that effect should be passed by the Commission. But in any case, would it not be still better and much fairer to include several residents of Western Quebec, say one English Canadian and two French Canadians, in addition to our province's representative? Finally, should there not be a representative from *l'Union des Chambres de Commerce* of Western Quebec on the Federal District Commission? Our group is the most representative of the area with regard to territory covered, the municipalities comprising it and the influential citizens belonging to it, whether English Canadian or French Canadian!

2. EXPROPRIATION—(a) The Commission's report asks for the power to expropriate without previously obtaining the owner's refusal to sell. We are categorically opposed to this measure. Expropriation is rightfully severe and out of the ordinary. Every dilatory measure should be in favour of the owner, in order that he should not be disturbed morally and physically in too abrupt a manner in his right of ownership. There are already enough measures or laws which encroach on the right of the property owner or on individual freedom, on the pretext, correct most of the time of course, that they are for the common good. We must not make it too easy for bodies entrusted with the task of beautification only to take the public good into their own hands.

(b) The *Ottawa Citizen* on March 6, 1954, commented on a decision of the Supreme Court which had harsh words to say concerning a decision of the Exchequer Court on a case of expropriation. But his Honour Judge Thorson, feeling that he was being attacked, defended himself by recommending a statutory definition of the word "value", a word or concept which should be based particularly on the present replacement value instead of the market or depreciated value. And the Honourable Judge was entirely right. He could only apply the law as is done or interpreted at present. Therefore, the recommendation of the learned Judge should be acted upon.

3. RESPECT FOR OUR LANGUAGE—First of all, we would like to congratulate the Federal District Commission for the naming of the *Lac des Fees* in French. However, we should like to see it persist in maintaining that nomenclature at all times and always when referring to it officially, for we notice that its report speaks rather frequently of "Fairy Lake". How difficult it is, I might say, to get the famous "British fair play" applied in this sphere. What a lot could be said on that subject! Only today Major-General Kennedy stated to your Joint Committee that he would "finally" do justice to the bilingual character of the country "if your Committee so recommends". A specious reply and an unthinkable one from an official of a bilingual country! It is fitting here to congratulate members of Parliament Alexis Caron, Jean Richard and Omer Gour, for their attitude in this regard. Major-General Kennedy, according to the newspapers, stated that he "would be happy to prepare bilingual signs if your Committee so recommends". We would prefer that he would make it his business to respect our bilingual character. The fact of being happy or unhappy is immaterial! Advertising, signs, publicity, notices, etc., should all be strictly bilingual. And not only bilingual, in fact, some time in the future, but bilingual all at once, if we might say so; everything should be bilingual at the same time. Take the case of the present report submitted by the Federal District Commission. It is almost certain that the report in French

was not published or distributed at the same time as the English report, if perchance it has yet been made or distributed. In any case, we have had to be satisfied with the report in English.

On this matter of the French language, there is another important point to be considered. It has to do with the naming of parks, look-outs, lakes, etc., and while we are on that subject, let us say at once that the Commission should make it its historical and national duty not to "debaptize" what history, custom, language, and association has consecrated and baptized. And here, we take up cudgels at the same time for English names. Thus we see that Meach Lake should remain Meach Lake. But Harrington Lake, because of what was said above, ought to be called *lac Mousseau* or *lac a Mousseau*. The following suggestion would be worth considering, in our opinion: three-quarters of the names should be in French, as far as names on the Quebec side are concerned, and the other quarter would be in English. And the proportion would be same, in reverse, for the Province of Ontario. In any case, if we wish to retain the bilingual character of the area covered by the Federal District Commission, we must begin by respecting the original names better than it has been done until now. Note well that our movement is not composed solely of French Canadians. But we know that the English Canadian belonging to our Union also deplore the fate which has befallen the bilingual character of the country within the Federal District Commission.

4. TAXES AND GRANTS—It is a known fact that the Federal District Commission does not pay taxes. Whether it be a coincidence or a consequence of our brief presented to the Tremblay Commission, grants are paid to the municipalities concerned to give some slight compensation for the loss of taxes and it is quite clear that those municipalities are none too happy about such a situation. Those grants are really insufficient, representing a tiny proportion of the taxes which would otherwise be collected. Moreover, what becomes of the lost taxes for the years prior to 1951? And in actual fact, has the City of Hull received such grants? In any case, would it not be advisable to completely alter the situation brought in which the municipalities situated in the Federal District territory have been placed and to adopt a fair policy with regard to them, one that is equitable and profitable for those municipalities and which in the long run would be, though indirectly, for the benefit of the Federal District Commission? We believe it is possible to find such a formula which would allow those municipalities to receive grants equivalent to 100% of the taxes lost, grants which would be, moreover, guaranteed in perpetuity. That can be left to the specialists. Not only should the municipalities in question see to the happy settlement of this important financial problem, but the Federal District Commission itself is or should be interested in taking the part of the municipalities. Mr. Lionel Marleau, editor of *Le Droit*, stated that he was "surprised to hear that the City of Hull would receive more from the Federal Government under present legislation if it took the trouble to apply for it by filling out the required forms". It is unusual for a municipality to lose large sums of money in this way because of a failure to comply with formalities.

This Commission or this Committee should enlighten the leaders of our municipalities concerning this. Better still, such legislation ought to be so framed that the municipalities cannot lose those sums so needlessly. Finally, we would say that it should not be up to the municipalities to beg for those sums of money, but rather it should be up to the higher authorities to grant them those sums.

5. URGENT PROJECTS—The Federal District Commission has accomplished some fine things to date. However, some more important projects

should have priority over the creation of parks, look-outs, driveways, etc. Thus we find that the most urgent project of all is probably the construction of bridges between the Provinces of Quebec and Ontario, particularly near the Parliament Buildings, and bridges between Britannia and Deschenes and between Pointe-Gatineau and Rockcliffe. All the organizations and citizens of Hull continually demand extra bridges between the Hull and Ottawa areas. We have the impression that too often the Federal District Commission puts the cart before the horse. To cite another example, the Federal District Commission does not seem to show much concern for Civil Defence. The regulation of pollution of the water in the Ottawa River is another of these urgent problems. For the capital of the country, for the territory under the jurisdiction of the Federal District Commission, it seems to us that that is a project of prime importance. In short, the really basic projects have not been carried out or decided on. Oh, we know that most of these projects involve the co-operation, sometimes the contribution and often the consent of the municipalities and/or provinces concerned. That is not easy, but that is all the more reason to have those projects carried out before everything else. And that will even be of great help to the Federal District Commission on bringing about a definite, decided, determined and satisfactory attitude on the part of the municipalities and the Provinces of Quebec and Ontario as well as the Federal Government itself. The rest would accrue, for example, the creation of parks, driveways, look-outs, etc. Too often it seems to us that this Commission is putting the frosting on a cake that is not quite baked.

6. CONSTITUTIONAL ASPECTS—Certain members of Parliament and certain Senators advocate the creation of a homogeneous and autonomous Federal District and some organizations, groups, government officials and citizens are self-appointed propagandists for it. Even a certain bureaucracy, it seems to us, appears to have decided that this Federal District will be achieved in that way. Should not the Federal Government silence that bureaucracy and those agents or propagandists and officially adopt the principle of a Federal District with regard to architecture only? We are fully aware that reassuring words have been uttered to that effect, particularly by the Prime Minister of Canada. But in addition to adopting a policy, the Federal Government should specify in greater detail the application of that policy to the facts themselves; most particularly it should see that the Federal District Commission vigorously applies the standards set up by the higher authority.

In its report, the Commission asks for the power to define the boundaries of the lands adjacent to the Federal District Commission territory and it would even like to have the power to alter and change them if necessary. There is nothing to prevent the Commission suggesting, even by means of geographical maps, the territory which should come under the Federal District Commission. But even there we must be very careful. This Commission should not be given powers which will permit it, in short, to determine that territory itself or to change its extent at will. That would be going too far. That request of the Commission should be restrictively and cautiously defined. Moreover, that request is too vague, too imprecise and leaves the door open to too many varied interpretations.

7. EXCESSIVE DEMANDS—The Commission requests the power to acquire property up to \$50,000 in value without having to obtain the prior consent of the Governor in Council; the present limit is \$5,000. It would also like to dispense with that consent to dispose of real property on its own to a value not exceeding \$10,000. Finally, it wishes to have the power to acquire and hold surplus real estate and to sell it after the value has been increased as the result of an improvement project. Well, those are excessive demands, especially

the last one. The Commission already has too great a tendency to act without corresponding direct responsibility to the citizens in order that it might in that way increase its powers. As far as the last request is concerned, your Committee should not allow the Commission to speculate at all. Any appreciation in real estate value caused by the beautification of our territories, should accrue to the benefit of the citizen-owners themselves.

Bearing in mind our inflationary times, we would approve at the very outside of doubling the present amount in the case of the first two requests mentioned above.

8. PROPAGANDA—The Federal District Commission's propaganda is far from reassuring. Rather it betrays the impression that it is an autonomous Federal District from every point of view. Now it seems to us that it would be more satisfactory and easier to achieve such a district only from the standpoints of town planning, landscaping, architecture and external appearances. There is no need for us to create such a district along the lines of the one in the United States. Oh, we know that sometimes declarations are made to the effect that no such things are contemplated. But we are frightened by other policies statements to the effect that the unified Federal District (political, constitutional, governmental and autonomous) must inevitably come into being. Time means nothing to the champions of that theory. Now, we would like to have a definite statement of policy regarding this by the Commission, one way or the other. In that way, we would know once and for all what to expect.

9. CONSULTATION OF THOSE CONCERNED—We feel that the parties concerned are not sufficiently consulted about the Commission's projects. The Municipal and Provincial Governments, and sometimes the Federal Governments ought to be most often the decisive parties. For example, if the Commission "decides" to create a park in the City of Hull, the city should be the one which "decides" in the final analysis! Is that too much to ask, perhaps? No, not if we are anxious for everyone to preserve their autonomy and freedom.

10. MISCELLANEOUS—Here are a few points we should like to bring to your kind attention:

(a) As for the creation of parks, driveways, look-outs, etc., would it not be advisable to provide for the building of hostels, inns, dining rooms, etc., worthy of those surroundings? For example, would it not be necessary as soon as possible to build a hotel at St. Cecile de Masham in the very centre of Gatineau Park? Canadian citizens and tourists would greatly benefit thereby. Would it not also be advisable for the numerous lakes situated in the territory of Gatineau Park to be organized and stocked with trout so that a large section of our population might enjoy their favourite sport?

(b) We reiterate, because of its importance, our surprise in finding no mention of additional bridges between Hull and Ottawa in the the Commission's report!

(c) We have noticed that the Royal Canadian Mounted Police patrol the Federal District driveways and Gatineau Park in the Province of Quebec. Obviously, that gives style and tone to the district. But do you not find that it is humiliating nay "maddening" to be patrolled by people who do not speak our language? If at least, those persons were all bilingual and used either of the two official languages as required, that would be a lesser evil. Our roads, our heritage, our patrimony, the whole roads system under the control of the Federal District Commission is patrolled by that police. Could there not be a revision of the Commission's policy regarding that? There is nothing to prevent the Commission from setting up a uniform system for traffic, but the municipal or provincial police authorities as the case may be, ought to be the bodies entrusted with the application of the traffic laws and given powers to that effect.

(d) Moreover, that name of "Federal District" lends itself to confusion! It was Mr. Clement Brown, editor of *Le Droit*, (January 1956), who stated that the name should be "National Capital Commission". If the Federal Government changed that name accordingly, that would be the best proof that it does not want a politically autonomous Federal District but merely a National Capital that is beautiful, attractive and worthy of Canada. For that is the underlying aim of the whole affair. There is no need to integrate the territory concerned into a sort of 11th Province!!! In any case, we entirely endorse the name suggested by Mr. Brown.

(e) The report mentions that the Commission avails itself of the services of real estate agents for its transactions. We protest against that statement. We do not think that the real estate agents of Hull or West of Quebec have been sought out by the Commission for their professional services. That should be looked into and appropriate action should be taken. Moreover, we feel that the Commission should pay for the correction of the deeds of lands which it acquires, knowing that most of the time the seller is not very well off and that the extra expenses entailed would not unduly burden the Commission's budget. Furthermore, we wonder whether all the notaries or lawyers, at least those in the Hull region, have been asked to render professional services for the Commission. What criterion is used by the Commission to choose this or that lawyer? No discrimination, direct or indirect, should exist in this field, except that of professional competence and experience, as the case may be.

(f) The role assigned to the City of Hull and the Hull area with regard to federal buildings is truly pathetic! We have the National Printing Bureau. Big deal! The Federal Government should build at least 10 federal buildings to house its departments on this side of the river, since they would thus be closer to the Parliament Buildings proper than on any other Ontario site. Moreover, we mention 10, if not more, because if a whole string of federal buildings border on the Ontario side of the Ottawa River, another string of similar buildings should match them on the Quebec side. Does the Federal District Commission mean to say that all or nearly all of the federal buildings must necessarily be on the Ontario side? If the Federal District is homogeneous, and has only a single purpose, why this discrimination? It is the duty of the Department of Public Works and this Commission to revise their policy with regard to this.

(g) The Commission should also provide more roads suitable for trade and industry.

In that connection, we must state that the area allotted to industry in the Hull region is definitely insufficient and is prejudicial to the very well-being and the complete development of this region. Scarcely 1,584 acres, of which 109 acres are for the city itself, are allotted to this region. The Ottawa area, however, will have 5,012 acres for industry! That is a very important aspect for us in the Hull district; in the propaganda in favour of the Federal District, its apologists vie with one another in telling us that we are privileged to be able to live within that district. The Federal Government has become the owner of one-quarter (if not more) of the area of Hull and two-thirds of the village St.-Cecile de Masham. The economy of the whole region is upset, paralyzed, and who knows whether before long, perhaps, the way of life for us all will be altered and transformed. Those are not very comforting factors for us, you will admit!

(h) Some of the ideas advanced in the Federal District Commission's report alarm us, and rightly so. Here is a single example on page 20, at the very bottom, the word says that "The Ottawa-Hull area is treated as one physical, social and economic whole"!

(i) Although this Federal District Commission is not concerned directly with the carrying out of family housing projects, it is only fair that it should use its influence for the building of such projects in greater numbers on the Quebec side, as well as for the building of private residences by the citizens themselves; this could be done through the obtaining of mortgage loans from the Central Mortgage and Housing Corporation and private companies. For example, out of 1,830 houses built for veterans, only 275 were built in our province. Would it not be the business of this Commission, as far as possible, to promote that type of building? If the Federal District is to exist on both sides of the river, the Commission would not want, cannot want to make a residential and industrial district on the Ontario side and merely an expanse of parks and driveways on the Quebec side.

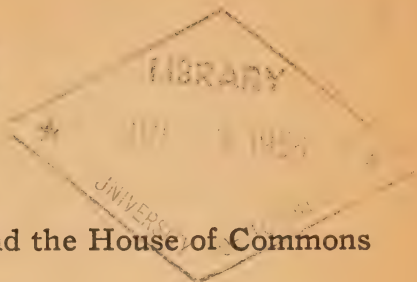
(j) In the Province of Ontario, the property owner whose land has been expropriated enjoys a privilege which is not granted to the Quebec property owner. Indeed, if payment is delayed without it being the fault of the property owner, he receives interest after 90 days (see report, pages 65 and 66). The report states that such a measure is being brought about in Quebec. But there again, why settle the question for Ontario first and wait when it comes to our province? What would the people of Ontario say if the Commission acted in the opposite sense? If there is a technical or legal difficulty, and we do not see how there can be such a difficulty, why not put such a measure into force at the same time in both provinces?

We bring this brief to a close, expressing the hope that we shall one day have a National Capital unrivalled in the whole world. That means that we are far from being against the very idea of having a harmonious and beautiful capital with architecture that is unique in the world, both by virtue of natural beauties and the work of man. Certainly we criticize many trends, many principles of the Commission governing the Capital and the capital district. This Commission has some magnificent accomplishments to its credit. But this brief, not being intended to emphasize those accomplishments, but rather to indicate what we do not like about this Commission, sets forth in a fashion that we intend to be constructive, some criticism which we submit for your study. The newspapers these days are reporting opinions, statements and proceedings which amply justify our criticisms and our fears. Certain personages or certain groups even go so far as to demand the creation of a "true" Federal District. We strongly protest against those tendencies, those principles and we endorse whole-heartedly the attitude of the City of Hull and of Ottawa, (for the City of Ottawa is far from being sold on this idea), as well as the attitude of all the other groups or organizations who, like ourselves, do not want an autonomous Federal District which is more or less a carbon copy of that in the United States.

L'UNION DES CHAMBRES DE COMMERCE
DE L'OUEST DE LA PROVINCE DE QUEBEC.

THIRD SESSION—TWENTY-SECOND PARLIAMENT

1956



Joint Committee of the Senate and the House of Commons
on the

FEDERAL DISTRICT COMMISSION

Joint Chairmen:—The Honourable Senator F. W. Gershaw
and
Mr. Armand Dumas, M.P.

MINUTES OF PROCEEDINGS AND EVIDENCE

No. 10

THURSDAY, MAY 31, 1956

WITNESSES:

Reeve Earl Armstrong, Secretary-Treasurer, C. H. Guest and Councilors T. W. Keenan and A. B. R. Lawrence of the Council of the Corporation of the Township of Gloucester; Mr. Herbert Marshall, of the Ottawa Ski Club.

EDMOND CLOUTIER, C.M.G., O.A., D.S.P.
QUEEN'S PRINTER AND CONTROLLER OF STATIONERY
OTTAWA, 1956.

MEMBERSHIP OF THE COMMITTEE FROM THE SENATE

Honorable Senator F. W. Gershaw, *Joint Chairman*,
and Honourable Senators

Aseltine, W. M.
Cameron, Donald
Connolly, J. J. (*Ottawa West*)
Connolly, H. J. (*Halifax*)

Dessureault, J. M.
Lambert, Norman P.
Reid, Thomas

MEMBERSHIP OF THE COMMITTEE FROM THE HOUSE OF COMMONS

Mr. Armand Dumas, *Joint Chairman*,
Aitken, Margaret (Miss),
and Messrs.

Blair, W. G.
Buchanan, W.
Caron, A.
Fraser, Alan (*St. John's East*)
Ellis, Claude
Gour, J. O. (*Russell*)
Hansell, E. G.
Harkness, D. S.
Houck, W. L.

Leduc, R. (*Gatineau*)
Mang, H. P.
McIlraith, G. J.
Nowlan, G.
Philpott, E.
Richard, J. T. (*Ottawa East*)
Robichaud, H. J.
Weselak, A. B.

Antoine Chassé,
Clerk of the Committee.

MINUTES OF PROCEEDINGS

THE SENATE, Room 368,
THURSDAY, May 31, 1956.

The Joint Committee of the Senate and the House of Commons, appointed to review and report upon the progress and programs of the Federal District Commission in developing and implementing the Plan for the National Capital, met at 10:30 o'clock a.m., Mr. Dumas, Joint Chairman, presided.

Present:

The Senate: Honourable Senators: Aseltine, Cameron, Connolly (Ottawa West), Gershaw (Joint Chairman), Lambert and Reid.

The House of Commons: Messrs. Blair, Caron, Dumas, Gour (Russell), Houck, Leduc (Gatineau), Mang, Nowlan, Philpott, Weselak.

In attendance: From the Council of the Corporation of the Township of Gloucester, Reeve Earl Armstrong, Deputy Reeve Arthur Parisien, Councillor Thomas W. Keenan, Councillor Fred G. Barrett, Councillor A. B. R. Lawrence and C. H. Guest, Secretary-Treasurer; from the Ottawa Ski Club, Mr. George A. McHugh, President, and Mr. Herbert Marshall, Past President; from the Privy Council, Mr. R. B. Bryce, Clerk of the Privy Council and Secretary to the Cabinet, and Mr. H. J. Hodder; from the Federal District Commission, Major-General Howard Kennedy, C.B.E., M.C., M.E.I.C., F.E., Chairman; Messrs. Alan K. Hay, M.E.I.C., General Manager; H. R. Cram, M.E.I.C., Assistant General Manager; J. Edouard Handy, Secretary; D. L. McDonald, M.T.P.I.C., Assistant General Manager; S. B. Wass, M.E.I.C., Railway Consultant; Walter Bowker, Director of Information, and Marcel Couture, Chief Accountant.

The Committee considered a brief submitted by the Council of the Corporation of the Township of Gloucester.

Reeve Earl Armstrong was called. However, the brief was read by Mr. Guest and questions thereon were directed to Reeve Armstrong, Secretary-Treasurer Guest, and Councillors Keenan and Lawrence.

At the conclusion of the presentation the Chairman, on behalf of the Committee, thanked Reeve Armstrong, his Councillors and officials for attending before the Committee and for their useful contribution.

The Committee then took into consideration a brief submitted by the Ottawa Ski Club.

On motion of Senator Lambert, the said brief was taken as read.

Mr. Marshall was called. The witness was briefly questioned on certain aspects of the brief.

At the conclusion of his presentation the Chairman, on behalf of the Committee, thanked Mr. Marshall and Mr. McHugh for attending before the Committee.

At 12:30 o'clock p.m. the Committee adjourned to meet again at 10:30 o'clock a.m., Monday, June 4, 1956.

Antoine Chassé,
Clerk of the Committee.

EVIDENCE

THURSDAY, May 31, 1956,
10.30 a.m.

The PRESIDING CHAIRMAN (*Mr. Dumas*): Gentlemen, we have a quorum. The first item on the orders of the day is the following: consideration of a brief submitted by the Council of the Corporation of the Township of Gloucester. We have here with us this morning Reeve Earl Armstrong, Deputy Reeve Arthur Parisien, Councillor Thomas W. Keenan, Councillor Fred G. Barrett, Councillor A. B. R. Lawrence and the Secretary Treasurer C. H. Guest. Mr. Guest will read the brief and Reeve Armstrong will be the witness. I will call on Mr. Guest to start on the brief.

Mr. CARMAN H. GUEST (*Secretary Treasurer, Council of the Corporation of the Township of Gloucester*): Mr. Chairman and members of the committee, this is a brief submitted by the Council of the Corporation of the Township of Gloucester to the joint committee of the Senate and House of Commons appointed to report on the Federal District Commission and the national capital plan for Canada.

Senator REID: Might I interrupt the speaker? I think it would be a good idea if he showed us the township of Gloucester on the map before he starts.

Mr. CARON: We have a special map right over there.

Mr. GUEST: In that case, perhaps I should refer to appendix B right at the start and then go on with the brief proper. The township originally started at the southwest corner, down where Manotick is; and that is the southwest corner of the township still. The boundary then follows the Rideau river, the eastern boundary of it, and originally right down to where it goes into the Ottawa at Rideau falls. In 1887, Ottawa annexed what is now commonly known as New Edinburgh, an area of 183.7 acres right up here (pointing to northwest on map). Two years later, in 1889, another 151 acres was annexed. Everything lay more or less quiet, until 1909 when the town of Eastview, right around there (pointing to northwest) about one square mile, 640 acres, was incorporated into a municipality by itself. In 1926, the present village of Rockcliffe Park was incorporated into a separate village, having an area of about 368 acres. Everything lay quiet then, until the 1949 annexation by the city of Ottawa. The boundary of Gloucester at that time, before the 1949 annexation, was the easterly boundary of Rockcliffe Park village, the easterly boundary of Eastview and then the Rideau river down to Manotick. The southerly boundary is the township line; the boundary between Gloucester and Osgoode and it goes easterly to what we know as Carlsbad Springs, east and south, and from there it runs pretty well northerly to the Ottawa river and takes in the village of Orleans. It is not an incorporated village: it is a village or hamlet inside the township. It then follows the middle line of the Ottawa river back to the boundary of Eastview and Rockcliffe Park. In 1949, the city of Ottawa took in or annexed an additional area of 14,605 acres. Ottawa at that time was between 5,000 and 6,000 acres and they took in 14,605 acres out of Gloucester, taking out as far as what we generally speak of as the Skead Road just east of the National Research Council plant on the Montreal road; thence southerly, taking in an area passing by Cyrville. This is the Walkley road a mile and a quarter south of that. This heavy line represents what was taken in 1949, the annexation by Ottawa of 14,605 acres.

Senator REID: Is that the line of your municipality now?

Mr. GUEST: Yes, this heavy line is the boundary of the municipality now. For instance, Uplands airport, a considerable portion of it, the station itself where the planes come in, is in Ottawa; but most of the airport extends out. The lines in red here represent government-owned lands in different parts of the township. That part there, (Pointing to the map) is a piece the R.C.M.P. has up near Manotick. There is a portion out on the Metcalfe highway at Leitrim where there is a signal station. There is an area taken in for what is called a bombing range, taken in the course of World War II, amounting to perhaps 3,000 acres.

Senator ASELTINE: How much have you left?

Mr. GUEST: About 63,000 acres of assessable land is left and the total government-owned land in the municipality at present is about 7,000 acres. There is a signal station near Orleans and some other patches you can see in that same colour. Then we have the proposed Greenbelt and the last word we have had on it was this area in green. I do not know how many acres are in that exactly but it is an extensive parcel.

Following on the 1949 annexation, our population dropped from 10,000 to 5,000 and our assessment dropped to \$4 million. Since that, it has been climbing. This is shown in appendix B, the figures being as follows:

Year	Population	Taxable Assessment
1950.....	5,132	\$ 4,176,448
1951.....	5,192	4,392,628
1952.....	6,297	4,667,187
1953.....	7,043	5,288,658
1954.....	8,710	6,147,949
1955.....	11,450	7,583,186

Senator ASELTINE: What is the cause of the increase in the assessment, it is over \$1 million in the last year?

Mr. GUEST: I presume it will be about that when we make the assessment for 1956—probably another \$1 million additional. The population in 1955 shows a heavy increase. Part of that, I may say, was due to the fact that we included in the population the people who were in the airport, the resident personnel in the airport at Uplands. That accounts for perhaps 1,000 or so of that big jump in 1955.

Senator REID: That does not include the government's 7,000 acres?

Mr. GUEST: Do you mean the personnel?

Senator REID: No, the assessment.

Mr. GUEST: Oh no. The taxable assessment is not shown in the brief, I do not think, but the taxable assessment on the government lands is over \$4,133,000, according to our last valuation.

Senator ASELTINE: Do they pay taxes on that?

Mr. GUEST: No, they do not pay taxes, sir, but they give a grant in lieu of taxes. We could tell you later, if you wish, just what the grants have amounted to over the last five or six years.

Mr. CARON: What is the proportion of assessment according to the real value of the properties?

Mr. GUEST: About one-third.

The PRESIDING CHAIRMAN: We will go back to page 1 of the brief.

Mr. GUEST:

2. Gloucester township realizes that it must be an integral part of the area of over-all planning.

3. The council of the township and its municipal officers have had experience with both good and bad residential development within the municipality and is aware of the ultimate cost of haphazard or poorly located subdivision development.

4. Gloucester township heartily endorses the step of the Federal District Commission in having now prepared a detailed set of planning proposals, and, although extremely critical of the Greenbelt proposals and the planning principles they express, considers this an important step forward.

5. The acceptance of the principle of compensation for financial injury caused by control, as stated informally by the chairman of the commission some six months ago, and the incorporation of this principle in the Federal District Commission proposals presented to this committee earlier, is clearly endorsed by this municipality as a decision basic to wholehearted cooperative planning of the scope required in the natural capital area.

II—NECESSITY FOR CO-OPERATION

This council is strongly of the belief that planning of the national capital should be approached with the intention of obtaining the greatest degree of cooperation from the inhabitants of the areas affected. And, it should be noted that grounds for cooperation have only arisen in the past few months with (a) the preparation of a detailed plan, and (b) acceptance of the principle of compensation.

The history of capital area planning in so far as this municipality has been concerned has been bedeviled by a policy of the Federal District Commission whereby the municipality is considered to be the object of planning and not a partner in planning. At no time has this municipality, its council or municipal officers been invited to consult with the Federal District Commission in the preparation of any of its land use plans. In the absence of consultation and of a practical plan the commission has, through the Ottawa Planning Area Board endeavoured to obstruct development in large areas of the township, and, when the Ontario Municipal Board refused to support this obstruction, Central Mortgage and Housing Corporation was directed to assist by refusal of insurance for housing loans. The withdrawal of the benefits of the National Housing Act from Canadians who happen to live or own land in the township of Gloucester is an effort of coercion which is a devious, perverted and possibly illegal use of a statute of general application to all Canadians irrespective of their proximity to the city of Ottawa. These arbitrary and oblique actions do not serve the purpose intended. They serve merely to force men of principle into alliance with those whose sole concern in land use is speculation and quick profit.

The existence of a proposed Greenbelt of changing boundaries, uncertain uses and lack of compensation has beclouded development and planning within the municipality for some seven years. Efforts of this council to plan development have been frustrated to a great extent by the Ottawa Planning Area Board in co-operation with the Federal District Commission refusing approval of good subdivision plans along with the bad.

Acceptance of the principle of compensation has taken years in being reached. It is the most important single ingredient of the planning problem in so far as Gloucester township is concerned. It is the base and the only base upon which wholesale control and cooperative planning can be achieved. Its acceptance is the beginning of cooperative planning between this municipality and the Federal District Commission. The next step should be the preparation of a plan by joint consultation between the Federal District Commission, Ottawa, Nepean and Gloucester. The Federal District Commission is therefore in our opinion premature in requesting power immediately to execute a plan entirely of its own creation.

III—THE PLAN

The granting to the Federal District Commission of power to enforce the current plan is, we feel, objectionable on two grounds:

- (a) Representatives of the inhabitants and landowners of the areas affected have not been consulted in the preparation of the plan.
- (b) The plan has patent defects which should be considered, corrected and modified. Among these defects the following may be mentioned.

DEFECTS

i. The plan's basic defect is that it incorporates and continues a false and impractical theory stated by Mr. Greber as follows:

In the center, the urban region is delimited by a perimeter intended to prohibit tentacular and linear extensions of constructions abutting upon highways. To that effect an area zoned as a Greenbelt, frames this perimeter and is subjected to regulations to protect the area comprised within the Greenbelt against undesirable development. Outside of the extreme limit of this Greenbelt, the territory will retain its rural character, with the exception of limited and controlled minor and appropriate developments.

"In the center, the urban region is delimited by a perimeter".

That sentence is quoted from Mr. Greber's statement.

... Urban development in concentric circles has the beauty of symmetry and abstract logic. But, the motor car, population growth, the freeway and our very culture makes this European concept largely inapplicable to North American conditions.

Senator REID: Hear, hear.

Mr. GUEST: Decentralization and suburban living are dynamic developments and the ever widening ownership of the motor car accelerates the explosion of our cities.

(See map Appendix "A" and tables Appendix "B").

We have already referred to the map and the appendix at the end.

"Tentacular and linear extensions of construction abutting on highways"

That is quoted from Mr. Greber's statement above.

These exist generally in the Greenbelt area now and the Federal District Commission proposals do little to stop their further progress. Linear development has been encouraged by difficulties thrown in the way of proper subdivision by the Ottawa Planning Area Board in cooperation with the Federal District Commission over the past years. (See map Appendix "A").

"Outside this Greenbelt the territory will retain its rural character" This is not the fact. The history of the past ten years shows that suburban development will hop the Greenbelt and continue growth on the outer fringe. The proposed Greenbelt is said to average $1\frac{1}{2}$ miles in depth, approximately three minutes highway driving time. (See map Appendix "A").

Actually, I think, gentlemen, that the Greenbelt is more like $2\frac{1}{2}$ miles, although it says a mile and a half in depth.

ii. Again, the late J. M. Kitchen, Director of the National Capital Planning Service, stated:

In general the Greenbelt can be defined as being that area lying beyond the limits of urban services as contemplated by the Gore and Storrie report, which report has since been adopted and conformed to by the city of Ottawa as the pattern in respect to all sanitary sewer and water supply extensions.

Modern technology has greatly modified the importance of this concept. Whole cities in the United States of America and we believe numerous cities and towns in Ontario supply water from community or municipal single deep wells. One large subdivision in Gloucester serves its inhabitants with copious water from a central well, reservoir, mains and hydrants and other large subdivisions planned in Gloucester township are being required by this council to install a central water supply and central sewage disposal plant. Difficulty with sanitation and water has occurred only in areas not suited for residential development.

iii. Much of the finest residential land in the area surrounding the capital is situated in the Greenbelt and apart from its physical characteristics and proximity to traffic arteries this land attracts the generation of home builders who seek space and pleasing prospects.

iv. The proposal that farmers and gardeners will rent back their lands after expropriation is probably falacious. In the first place, no farmer could pay the rent on the scale suggested, make minor repairs and live. The proposed basis is economically unsound if a fair market value price is paid for this property. It must be a very good farm which can be rented today at a figure in excess of taxes, insurance and cost of minor upkeep. The result would be that large areas would soon become vacant, buildings would become dilapidated, fields would grow wild with hay or weeds and the Federal District Commission would have a serious problem on its hands. The suggestion that the government will recover its investment over the years is questionable.

v. The suggestion that the Greenbelt area be divided into, say, 5-acre blocks with one dwelling permitted per block, is in the opinion of council even more unrealistic than the hope of renting the farms back to their owners. It seems obvious to those with a knowledge of rural life that no one can hold outside employment and in his spare time maintain five acres unless he is in a position to hire a full time gardener.

Senator REID: Hear, hear.

Mr. GUEST: Especially is this true, having regard to the line of setback suggested by the Federal District Commission. Many people in this municipality are finding the proper upkeep of one-half acre lots beyond their capacity.

There is, of course, the alternative that the owner of a 5-acre lot might make his living off the land, engaged in, say, some intensified type of farming such as market gardening, poultry farming, etc. To this we would say that we have seen scores attempt it but few succeed. Extra help and the inevitable housing accommodation would be the problem.

IV—RECOMMENDATIONS

1. The Federal District Commission should abandon coercion as the only means of effective planning of the national capital area and having now accepted the principle of compensation it should begin immediately planning consultations with the municipalities involved.

2. A creative rather than a sterile approach to the plan should be made. The advice, experience and support of the suburban municipalities should be sought.

3. The geometric and concentric approach to planning should be considered as a pertinent principle rather than as an absolute dead-handed dogma.

4. The manner and extent of compensation for financial loss resulting from controls should be worked out with the suburban municipalities not later than and in no less detail than the areas of control themselves.

5. The formula by which the municipalities should be compensated for any losses of tax revenue should be worked out in consultation with the municipalities.

6. The areas of control and details of permissive use should be fixed clearly and absolutely, and, within practical limits the advice and opinions of groups affected by the controls should be heard. Such inquiries and consultations are analogous to the rights to which the inhabitants, landowners, and municipalities are entitled and accustomed under the laws of the province of Ontario. (The Planning Act, R.S.O., 1950, Chapter 277, the Municipal Act, R.S.O., 1950, Chapter 243.)

7. When the above steps have been taken, a plan can be prepared and presented with the support of public and municipal confidence and good-will, areas of disagreement can be minimized, and legislative power to enforce the plan requested without delay.

All of which is respectfully submitted.

Dated at Ottawa the twenty-third day of May, A.D. 1956, and signed by Reeve Earl Armstrong, Deputy Reeve Arthur Parisien, Councillor Thomas W. Keenan, Councillor Fred G. Barrett, and Councillor A. B. R. Lawrence.

The PRESIDING CHAIRMAN: Gentlemen, Reeve Armstrong will be very happy to answer any questions which you wish to put to him.

I will now call on Mr. Gour.

Mr. GOUR (*Russell*): Will you permit me to congratulate the council of the township of Gloucester for their magnificent brief. It is well explained. I think that it will be of great help to our committee in going on to success with this question of the federal district.

Senator REID: I think that the committee will be in agreement with my words when I say that this brief is the first brief which we have had which has hit on logical criticism of the stepping in of the Federal District Commission into the townships and municipalities. One of my questions, of which I have four, is: is the planning of the Federal District Commission carried out in your municipality over the heads of the council and without consultation? If so, what rights have they in doing so?

Mr. Earl Armstrong, Reeve of the township of Gloucester, called:

The WITNESS: Mr. Chairman and honourable gentlemen, in answer to that I would say that we have not felt, in the township of Gloucester, that the Federal District Commission has cooperated with our township in planning; we have never felt that they have.

By Senator Reid:

Q. Are you not consulted at all when they go out into your municipality with regulations? Are those regulations put into force without the consent or approval of your council?—A. On that point I would like to mention that, in a section of Gloucester, in the past 6 months we understood that there was a plan for the near future for an outlet from the Dunbar bridge going from the city of Ottawa into the township of Gloucester. Why I mention this is because of the fact that we were never notified of that officially. We approved that plan in Gloucester and it came up to the Ottawa Planning Area Board and we found that there was a plan for a highway through that plan which we approved. Since we approved it, the owner of the subdivision has sold practically all the land in 1-acre lots in that subdivision.

Q. What has aroused my curiosity is: "In the absence of consultation and of a practical plan the commission has, through the Ottawa Planning Area Board endeavoured to obstruct development in large areas of the township". What I am trying to get at is this: what are the powers of your municipal council under the Federal District Commission? I know that where I come from the municipal council completely controls the municipality. You

can do nothing in the municipality unless you go through the council and get the approval and authority. I am trying to find out now if the Federal District Commission is operating in the municipality and doing things without consulting you, or without your authority. That is the question I am asking.—A. That is right.

Q. We should know about it.

By Mr. Philpatt:

Q. Mr Chairman, can we get that cleared up with regard to point 1 there on page 6. "The Federal District Commission should abandon coercion—". Now, in what way does the Federal District Commission exercise coercion? What legal power has the Federal District Commission to come into the municipality and do anything? Is it not all done through Ontario statute?—A. It is done through the Ottawa Planning Area Board, sir.

Q. Is that not under the Ontario statute?—A. I suppose it is.

Q. Then that certainly is not correct, in point 1, that the Federal District Commission should abandon coercion, when your real complaint is against the Ottawa Planning Board set up under the province of Ontario statute, over which this Federal District Commission has no control whatsoever?—A. In that, sir, Gloucester had no representative on the Ottawa Planning Board until a comparatively few months ago.

Q. You understand, I am not challenging your main brief, because there seem to me to be a lot of good points in here. But, it seems to me that you are directing your complaint in the wrong quarter. Your real complaint is against the planning board set up under an Ontario statute, and you are complaining today to the Federal District Commission which is quite a different thing. There is no power here to coerce your municipality, or to coerce any other municipality in any way shape or form.—A. It is, in a sense, a different thing, but we understand that the F.D.C. recommends to the Ottawa Planning Area Board.

By Mr. Caron:

Q. Is it not because, as stated on page 2, the Central Mortgage and Housing Corporation was directed to assist by refusal of insurance for housing loans? Is that what you mean by coercion?—A. One sample of it, yes.

Q. Because you felt there was no cooperation you refused to act according to what they were asking, and by your refusal it directed the Central Mortgage and Housing Corporation to refuse any loans, or any insurance in that district?—A. In the proposed Greenbelt area.

Q. That is the main idea of the word "coercion"?

By Mr. Leduc (Gatineau):

Q. Would Reeve Armstrong tell the committee if in his municipality they have a zoning by-law?—A. Yes, we have, sir.

By Senator Reid:

Q. May I ask this question, has your council got the power to do all the planning suggested by the Federal District Commission? Could you do the planning if you wished to? Have you that power under your provincial laws?—A. In our area, sir, for the F.D.C., do you mean?

Q. Yes, could you do the planning that has been proposed and suggested by the Federal District Commission if you saw fit to do it; could your council carry out those plans? What planning could be carried out by the council?—A. This is pointed to the proposed Greenbelt, is it? This question is pointed at the proposed Greenbelt in that area?

Q. Yes, this is the area in your municipality I am referring to.—A. Not under the present controls, no. We cannot do it under the present controls.

By Mr. Caron:

Q. Why?—A. In that, sir, the first point, and the big point, is compensation. We want our ratepayers in Gloucester to be compensated for their property.

By Senator Reid:

Q. Perhaps the gentleman did not get my question clearly. The Federal District Commission, as I understand it, have suggested the planning for the Greenbelt within your municipality and they have suggested five acres, perhaps, for a home. Have you that power? Can you pass a law and say "We will set the type of homes and the size of property that a man must have"?—A. Yes, sure, we can pass that if we want to.

Q. Yes, that is what I am trying to get through; you can do that?—A. Yes, we can.

By Senator Connolly (Ottawa West):

Q. We are maybe being a little unfair to the reeve, because we are talking here about legal questions.—A. Make them simple.

Q. Perhaps we can clear up this question of jurisdiction by dealing with first, the Federal District Commission. Is it fair to say, in your understanding, that they have no jurisdiction in the township of Gloucester including the proposed Greenbelt area except over lands which they actually own? I think that is a fair statement to make. I do not think they have any power to deal with lands excepting the lands that they own.—A. That is right, sir, and until they buy the property that they are wanting to own, I do not think they should have anything to do with it.

Q. Then following that, and apart altogether from overriding provincial statutes, the Municipal Act of Ontario, so far as development in your township is concerned, the regulation of development is a power that is enjoyed by the council, and the council is relatively supreme so far as the township of Gloucester is concerned. But you have, as I understand it, the overriding statute of Ontario, particularly the Planning Act, and under that Planning Act the township of Gloucester is drawn in by a designated municipality which is really in charge of how the planning in that area should be developed, or at least to this extent, that it appoints the people to the Ottawa Planning Area Board. Gloucester, as I understand it, is subject then to whatever decisions are made by the Ottawa Planning Area Board. Now, does that clarify the question of jurisdiction? In the idea I have expressed am I right?

Senator REID: Let us clarify the one point. You said at the beginning, and you put the question to the witness, was it a fact that the F.D.C. could do what they liked with their own lands. I want that clearer, because out in British Columbia you cannot do that no matter who owns the land. They must come to the council and place the plan before the council and say, "Here is what we propose to do". I want to get it clear in my mind in respect to the powers of the Federal District Commission within your municipality. Can they do anything they like with their own land without coming to the council? If they can, it is certainly a different thing.

By Senator Connolly (Ottawa West):

Q. Perhaps I can follow that up, and I thank Senator Reid for what he has suggested. The plan that the F.D.C. has proposed now to purchase the area of the Greenbelt, they have told us here, involves taking further steps and imposing the restrictive covenants on any land that is sold. Now, these restrictive covenants which must be accepted by the board, presumably if the land is purchased would in fact impose the restrictions that the F.D.C. have in mind for the Greenbelt area; and that is what you object to, I take it, Mr. Reeve?

Mr. KEENAN: May I make a point here? I have been in the Gloucester council since 1946, with the exception of 1949, and I have been there since. A great deal of this planning by the Federal District Commission and others has been done in these years. Just to clear up this point, I may say I have had the privilege on two occasions of sitting in on discussions, once with the Honourable Dana Porter in 1948 and once with Mr. Jacques Greber, but I have never had a chance to give an opinion on anything which the Federal District Commission has planned. For instance, they have taken an area marked in green—and this is the 1947 one on this map here. It was designated in green in 1947, and in 1955 there was another area designated in green. I have been a member of the Gloucester council for nine years and I was never asked to take part, and never took part, in discussing at any time what area should be marked in green or whether it would be well to leave one area green and another something else.

Now I think that as a council of a municipality, even though we should not have all the controls—I do not think we are asking for that—we should be taken into account.

Senator CONNOLLY (Ottawa West): But at the same time, Mr. Councillor, even though the green colour was put upon the map that did not mean there was anything taken away from Gloucester. They had designated that area but, as I understand it, they had no power to enforce it on you at that time. They had indirect power, if you will, and that power is exercised by the Central Mortgage and Housing people. But in point of fact I think your jurisdiction remained what it was.

If I might go one step further—I see that Mr. Lawrence wants to discuss this point, and I am very glad—once the Ottawa Planning Area Board was set up under the Planning Act of Ontario then, for the first time, you had the opportunity to participate in an official approach to the question of the planning that should be done with regard to your area. That is the position, is it not?

Mr. LAWRENCE: As a matter of law the Federal District Commission has never purported to exercise coercive powers over municipalities; but the word “coercion” is used in the brief covers, perhaps, legal and practical coercion, and the practical coercion is in two parts: one is through the Ottawa Planning Area Board, which Senator Connolly mentioned, in that the Federal District Commission has worked, so far as we can see, in partnership with the city of Ottawa and greatly influenced the actions of the Ottawa Planning Area Board on which, for many years, there was no representative whatsoever from the council. The practical effect is that when plans for development—particularly for residential property development—during the past seven years came before the Ottawa Planning Area Board it frequently happened that they were not dealt with, even for years and years. Then the plans were refused by the Ottawa Planning Area Board because they conflicted with the Greenbelt proposals. The closeness of the partnership I have referred to is exhibited time and time again in the minutes of the Ottawa Planning Area Board acting in partnership or cooperation with the Federal District Commission. So you had, in practice, coercion.

Senator REID: Would that be what you mean by saying on page three:

The existence of a proposed Greenbelt of changing boundaries uncertain uses and lack of compensation has beclouded development and planning within the municipality for some seven years. Efforts of this council to plan development have been frustrated to a great extent by the Ottawa Planning Area Board in cooperation with the Federal District Commission refusing approval of good subdivision plans along with the bad.

Mr. LAWRENCE: Yes sir.

Senator REID: That is the point I want to clear up—the jurisdiction of your council as against that of the Federal District Commission. Can you make a definite statement that they have interfered?

Mr. LAWRENCE: They have, indeed sir; and I would say that one effect of that interference was that years, at least, went by before applications for the approval of plans were even considered. Recently the situation improved because the plans were refused, and the refusal by the Ottawa Planning Area Board was then overridden by the Ontario Municipal Board which gave us the protection of the Planning Act of Ontario. As soon as that happened the Central Mortgage and Housing Corporation stepped in and again we experienced what we feel to be practical coercion, whether it be legal or not. It is certainly coercive, sir, without a doubt.

Senator REID: You are complaining in the very next sentence of the brief that:

The Federal District Commission is therefore in our opinion premature in requesting power immediately to execute a plan entirely of its own creation.

If they are doing these things and interfering with you, what further power would they be asking for? You are, first of all, lodging a complaint and saying that over the years they have frustrated the council's plans, and then you go on to say that the district commission is seeking further powers to "exercise a plan entirely of its own creation". I cannot reconcile the two statements.

Mr. LAWRENCE: With regard to this planning board and the Federal District Commission, as a councillor the first I saw of it—and I believe I speak for the rest of the council—was the arrival of a letter some time last fall—I understand that it was in form identical with the one which has been presented to you. Along with that were recommendations also in, apparently, identical form. A meeting was then called and the Federal District Commission said: "These are our plans and these are our recommendations". That was the first contact, in any way, between this municipality and this important scheme which was presented.

Senator CONNOLLY (*Ottawa West*): Mr. Lawrence, how long has your council been a member of the Ottawa Planning Area Board?

Mr. LAWRENCE: Reeve Armstrong knows better than I do; I think it is a matter of months or, perhaps, of a year.

The WITNESS: Practically a year now sir.

Senator CONNOLLY (*Ottawa West*): How long has the Ottawa Planning Area Board been making decisions affecting the township of Gloucester?

Mr. KEENAN: Ever since it was set up.

Senator CONNOLLY (*Ottawa West*): How long is that? When was it set up?

Mr. KEENAN: I suppose in 1950. It is hard to say because it should be pointed out that for a very long time the Ottawa Planning Area Board was a dormant body. If you look at the records you will see that the Ottawa Planning Area Board met about twice, as a board. Then about two years ago they became more active, and since then they have done quite extensive work. But they did not meet as a board; they were not very active as a board.

Senator CONNOLLY (*Ottawa West*): Who is on the board now? Can you tell us, Mr. Keenan who is represented on the board?

Mr. KEENAN: Well, the township of Nepean is represented, as well as Gloucester and the Federal District Commission, I understand—I do not know

the personal names of the representatives, but I am sure the reeve does. Two years ago we submitted several plans to the Ottawa Planning Area Board and to the Provincial Planning Board and all the plans were returned during that period. They were all returned, marked "not deemed advisable at this time". I think, in part, that was because the board did not meet; they were not active. But a stamp went on the plans: "Not deemed advisable at this time" and our plans were all returned, the good with the bad.

Senator CONNOLLY (*Ottawa West*): How long ago was that?

Mr. KEENAN: That went on in 1952-1953.

Senator CONNOLLY (*Ottawa West*): And it has continued, you say?

Mr. KEENAN: Well, it was much better in 1955. Now we have a board set up which is an active board; the members meet from time to time—quite often—and our plans are being dealt with. But for that period of time I have mentioned these delays occurred, and it was a very important period of time in the growth of Gloucester, because Gloucester, in 1949 and 1950 was annexed. Gloucester at that time was in quite a financial position and we needed growth.

Senator REID: You had no representation on the board?

Mr. KEENAN: We had no representation, and during that period of time, when we need growth badly and when planning should really have been done, and done extensively with respect to the new areas which were coming into being, we had no representation on the board and our plans were turned down. Mind you, that did not stop building; building went on, but it went on haphazardly; if an approved plan could not be obtained it was sold by metes and bounds, which was the very thing we did not wish to see; but we had to do it in order that our municipality might develop.

Senator CONNOLLY (*Ottawa West*): Mr. Keenan, that is very interesting and very helpful but I wonder whether you or the other gentlemen here would care to comment on the effect on the thinking with regard to the Greenbelt generally, as a result of the recommendations contained in the Gore and Storrie report? As we understand it on this committee, the Gore and Storrie report is the charter on which this idea of the Greenbelt rests. You must have some very definite views about the application of that report.

Senator LAMBERT: Before you leave the subject which we were discussing, I think it is very important to have a definite and clear conception here of the relations of the Township of Gloucester to the Federal District Commission. As the reeve has stated in presenting his brief, there is appreciation expressed there for the cooperation between the township and the Federal District Commission in relation to the proposed or discussed plans or plan. We have had that same expression from other groups which appeared here, including the city of Hull, Aylmer and so on. It seems to me, to boil it down, that the complaint which has been registered here, or the exception taken here by the township is due to a practice that developed in connection with the building of new settlements, new houses by contractors who were able to get permits from the Ontario Planning Board to build in certain areas. This was all discussed pretty clearly with the head of the Central Mortgage and Housing Corporation who appeared before this committee. Since that hearing of Dr. Bates, a statement was issued by him in the press that the C.M.H.C. were not building any more houses on that basis in the so-called Greenbelt area. That came very very closely after the evidence given here, where it was intimated that there was some difference of opinion between the F.D.C. and the C.M.H.C. with respect to activities in the Greenbelt. When we sift it all down, it seems to me it comes very close to the position being taken here today. It was found that most of the trouble developed over the incursions in those districts by contractors who had bought land in acreage, divided it up into lots, with the permission,

with the license permit of the Ottawa Planning Area Board. The Federal District Commission had nothing to do with that. As regards this suspicion which has been expressed here as to the influence of the Federal District Commission over the Ottawa Planning Area Board, which in effect is a branch of the Ontario Planning Board, it seems to me—I do not know anything about it—whatever influence has been exerted, if there has been any—undue influence—I certainly have not heard of it. I think the ground for that suspicion may exist in the fact that on the Ottawa Planning Area Board you have members who are also members of the Federal District Commission, men like Mr. Watson Sellar and General Kennedy, who is ex-officio on it: the head of the C.M.H.C., Dr. Bates, and formerly Mr. Mansur. Then you also have the mayor of the city of Ottawa. Whatever went on in that Ottawa Planning Area Board decision, it certainly was one resulting I would say from other factors. As far as I know, certainly there was not any undue influence from the Federal District Commission. To bring it to a point, I think the whole case which Gloucester Township is putting up here with reference to more control over its affairs in the township, is one that should be dealt with with the Ontario Planning Board in Toronto. That is where the redress would come from. It has been pointed out by Senator Connolly that the Federal District Commission has no jurisdictional authority over that at all. It has authority under the Federal District Act to deal with and consult with the municipalities in relation to planning and, so on but certainly it has not any authority.

Mr. KEENAN: With regard to that, I must say that the refusal of a plan, or not dealing with one, was generally speaking because it was in the Greenbelt. Has this Greenbelt area nothing to do with the Federal District Commission? Is that entirely under the jurisdiction of the Ontario department?

Senator LAMBERT: In connection with lands the Federal District Commission may have purchased.

Mr. KEENAN: They have not purchased any.

Senator LAMBERT: There is 14,000 or 15,000 acres there in the Greenbelt. Who owns that?

Mr. KEENAN: The Greenbelt as such is owned by the individual people.

Senator LAMBERT: Does not the Federal District Commission actually own property?

Mr. KEENAN: They own property throughout the municipality but not in the Greenbelt as such. It may be a technical point but they do not own it as such. They have not purchased the Greenbelt.

Senator LAMBERT: I understand the point, thanks.

Mr. KEENAN: Most of the township's plans were said to be premature or were not passed because they were in the Greenbelt. The Greenbelt at that time — and as yet, I take it — had no status, it did not even have a definite boundary, it was not a surveyed piece of land, it was just an area defined on a map. It was not purchased, it was just an area set aside. Our plans were turned down because they were located in the Greenbelt. I submit to you, sir, that the Federal District Commission and the Ontario authorities were the people recommending the control of the Greenbelt.

Mr. LAWRENCE: On the basic and most important appeal from the Ontario Planning Board to the Ontario Municipal Board, taken by a sub-divider, the Federal District Commission was represented and gave evidence. They have had a direct part in the consideration by the Ontario Municipal Board. I think the evidence clearly is that they are a silent partner with Ottawa. That perhaps comes into Senator Connolly's question as to the Gore and Storrie report, which I understand is a services technical report. The partnership between Ottawa and the Federal District Commission was a very natural

one when you come to Senator Connolly's question, because, on the same grounds on which the Federal District Commission took objection and raised its voice before the Ontario authorities against planning in the Greenbelt, the city of Ottawa, on the other side of the coin, would cite the principles of the Gore and Storrie report. In other words, the two are complementary. One says that services shall be in a circuitous area, if we may do it, and services shall extend to the boundaries of the urban municipality and services shall not extend beyond there. Therefore, everything beyond that is parasitical in effect and it is a bad thing for the city of Ottawa. That overlapped entirely the Federal District Commission consideration.

Senator CONNOLLY (*Ottawa West*): What they say in effect is that, if urban development goes through, what is called the Greenbelt, say beyond the limit which the Gore and Storrie report says is the practical limit for sewage and water services, the Federal District Commission would also say it involves other services like bus services. They say, beyond that limit it is not practical or efficient to go. What you say, I take it, is "We are not going to ask Ottawa to service out there; we are not going to ask for anything", but I think the other two people say: "Perhaps you are not now, but you cannot bind future councils and future actions." They might say to the Federal District Commission: "We want all the services there because we are right beside you." That is one of the problems and if you can deal with that I think it would be helpful.

Mr. LAWRENCE: Even at that stage we have the example of two municipalities who in fact function in peace and quiet with Ottawa—the village of Rockcliffe Park and the town of Eastview. There is no running warfare between those municipalities, which suggests that Ottawa, for instance, should not have some very substantial control or any control similar to what has been asked by Ottawa and the Federal District Commission, over our township, over Rockcliffe or over Eastview. The Gore and Storrie report has a practical significance. But it is a particular problem in particular times and places, and I think that brings us back to the question of whether or not planning is to be done between municipalities in particular and in cooperation, or simply by colouring on a map, just stated as a broad theory alone.

Senator CONNOLLY (*Ottawa West*): Colouring on a map means nothing from a juridical point of view. Does it not only affect you people if the Federal District Commission buys the land and controls it as owners?

Councillor Thomas W. KEENAN: It has only been very, very recently when there was any consideration whatsoever given towards buying land. As I stated before, I sat in with Mr. Greber at the time this thing came into being. At that time this Greenbelt as pointed out to me, was a Greenbelt area in which these services should not go further than . . . and that is a point to be brought out—that there must be a limit to where city services can go. At that time it was pointed out to me that this green area—this buffer zone as he called it—was put in there, and that it would be the end of where the services would go. That was some nine years ago. But in recent years, very recently, modern technology shows us that you do not have to go into the middle of a river—and probably a dirty river—and take water out of it and put it through a costly filtration plant and pipe it for miles and miles in order to have safe drinking water for the inhabitants. We know that you do not have to do that now. You can drill a well straight down in an area that is adapted to subdivision and get drinking water right on the premises and pipe it to the inhabitants.

Our last well in Gloucester is down between 800 and 900 feet and tests show 35 gallons per minute for 120 hours. That is a lot of water, but it is not a good well, the experts tell us. They were looking for 50. The water has been tested.

You do not have to be an expert to look at a glass of water from that well and then look at a glass of water from the Ottawa river in order to know which is, possibly, the one you would desire to drink. It is also seen again in the fact that modern technology shows us that in order to get sewage disposal for our people we do not have to pour raw sewage in hundreds of tons back into the same river to defile the stream for people further down who have to draw water from it. Our recent plans, our modern plans, must provide for a sewage disposal system such as the one at Carleton Heights, or in Nepean, before we will approve them.

Senator CONNOLLY (*Ottawa West*): Is there one now?

Mr. KEENAN: With our recent plans, the big developments that are coming up now, we insist that they have sewage disposal and a natural water system. That is very different from nine years ago when it was thought that water had to come from a city. But there must be a limit somewhere, and I think in all fairness, it has taken quite a turn in events.

Senator CONNOLLY (*Ottawa West*): Have the experts told you how many wells you can drill in an area without altering the water levels in that area? I suppose in most cases there is a limit, and that would apply as well to the township of Gloucester, would it not?

Mr. KEENAN: Most likely there is a limit.

Senator CONNOLLY (*Ottawa West*): There is a danger so you have to be careful in that kind of business.

Mr. KEENAN: I certainly am not an expert in regard to it, but we all know that there are many towns in Ontario—you do not have to go beyond our own province—which are served by wells; and they have developed them in cities too.

Mr. LEDUC (*Gatineau*): I can speak with some experience of wells. Wells are all right for small municipalities; but when you go above a certain population wells cannot supply the amount of water needed. For example, I was councillor in the town of Maniwaki when we put in the water works. Experts on wells came along to the council and suggested that we should build wells and thereby secure water to supply the municipality. At that time the population was around 2,000. Today the population has grown to close to 7,000 and now the wells cannot supply any more water.

Experts have been called in and they say "no; your population is too great, and you will have to go to a river." Next week on the 7th June the municipality will vote on a by-law, and we are going to the Gatineau river to get our water because our wells can no longer supply sufficient water, because of our growth in population.

The same thing would happen in Gloucester 25 years from now. Very likely at that time the municipality of Ottawa might find itself forced by the municipal board of Ontario to supply Gloucester with water and sewage disposal.

Mr. LAWRENCE: There might be a misapprehension and I would like to speak to it, if I may. I think I speak for all the members of this council. It is not our ambition or desire, as far as I know—and I hope I shall be corrected by my confreres here—to see the township of Gloucester as one large built up urban area. We only ask, sir, that urbanization in the rural areas be integrated, sorted, and settled in particularity. I think, sir, that the concept

of the whole township of Gloucester being one vast urban development which, perhaps due to poverty in water or other causes, might require such a water system is not the objective that we are looking for today, if I apprehend our interests properly. We are not against controls, sir, and I would hate to see us forced into a position of appearing to be against controls as such. We are against controls without cooperation!

Mr. PHILPOTT: On that point, surely that is in direct contradiction to the most important point made in your brief, on page 4, where you challenge the head of the whole conception of the Greenbelt, and where you develop the argument—I am not saying whether you are right or wrong in your brief—but certainly you have challenged the head of what is the central feature of this whole national capital plan that we are evidently considering right now; and you say on page 4—you go on about Mr. Greber's idea of a Greenbelt, and you say:

But, the motor car, a population growth, the freeway and our very culture makes this European concept largely inapplicable to North American conditions. De-centralization and suburban living are dynamic developments and the ever widening ownership of the motor car accelerates the expansion of our cities.

How, if you turn down the Greenbelt in one breath, are you going to pick up the proposal to keep this area as one of particularized rural character in a municipality?

Mr. LAWRENCE: I did not mean "rural character"; I meant that different areas have to be dealt with particularly. There are areas in our township which are excellent for rural life and cultivation, and there are areas in our township which are excellent and ideal for residential use. I am now speaking entirely personally, but I can picture an area extending beyond the city limits which will be a patchwork of green and of "not green", depending on the value or the proper use of the land in question. That is what I picture, sir, and I do not mean to suggest that it would be maintained there as a rural or as an urban area.

By Mr. Philpott:

Q. I am sorry that I cannot stay for the whole morning, but I would like to hear a discussion of one or two other points. It seemed to me your main point was directed against the Greenbelt; while over on page 6 there are two objections to the form of compensation. The first objection is directed towards the compensation which is paid or not paid to the individual landowners; and in the second, you think there should be some compensation to the municipalities for the loss of taxes which they would otherwise receive if the land were allowed to build up on its own. Is that it?—A. Yes, that is it. As far as the Greenbelt is concerned, if the Federal District Commission—or whoever it may be—says that is it, and it is against our will, well, even in that area, when that land is bought, the people now there, the present owners are not going to be there, so who is going to keep up the roads and pay the taxes which we have been getting there? I think that is the main idea.

By Mr. Leduc (Gatineau):

Q. You said a while ago that you had a zoning by-law in the municipality?

—A. Yes sir.

Q. Is it a complete zoning by-law for the municipality?—A. It takes in the whole municipality, sir.

—A. It takes in the whole municipality, sir.

Q. Has it been prepared by an expert?—A. Yes, by experts.

Q. Was it prepared many years ago?—A. The first part was made up in 1946, and there have been amendments, of course, as we went on through annexation.

Q. Have you ever taken advantage of having a consultation with the experts of the Federal District Commission for a zoning by-law?—A. In that, no; we did not in that.

Q. So, are you positive that your zoning by-law is in conformity with the master plan of the federal district?—A. Oh, no. If we put it in conformity with the master plan we would have this Greenbelt in it, and we would be saying "yes" to the Greenbelt if we did that.

Mr. GOUR (*Russell*): I think we have had an excellent explanation from the members of the council of the township of Gloucester, but I would like to bring in some points which may help this committee to understand their position. I think in 1949 that a population of about 5,000 was annexed at that time. Since that time there has been building and new people in that district annexed by Ottawa. There are about 40,000 now in that new district who have been annexed since they were annexed in 1949. There was a 5,000 population in 1950. Now, it has grown to 11,450 in those 6 years—we may say 5 years.

I understand, and you understand, that the council of the township of Gloucester regrettably was not consulted by the Federal District Commission. I think we should also understand that none of us, or anyone, had the knowledge that this development of Ottawa would be so fast. I do not think that Mr. Greber himself, or anyone interested in this question, ever thought that this growth in development would take place in Ottawa, Hull and Gloucester. I think that this is the reason why the planning board was not moving quickly enough in getting between the municipality, between the city, between the provinces, and between the Federal District Commission. This put all of us in a position where none of us expected to see those things grow; those homes are growing just like mushrooms when they have good cultivation.

So, I think, now is a time for co-operation. I think I know these gentlemen in Gloucester. They like to cooperate. I think the main thing which the council would like is cooperation between the Federal District Commission, the planning board and themselves. I believe that without this cooperation that none of the people concerned know where they are.

Senator REID: They are entitled to know.

Mr. GOUR (*Russell*): They have been in the dark for at least 9 years; they are tied there and the council is tied there. There has been mention of their planning their own township. They are stopped in making plans by every kind of interruption by the planning board and by the Federal District Commission. They plan their things very nicely. I have many occasions when I bring to the attention of the mayor the cases of some people wanting to build and they stop it. I had trouble; but again the council had lots of trouble stopping those people who wanted to build, and it makes it very hard for the council. I think it is time for the Federal District Commission—I do not want to blame them—but it is time now that they should consider meeting with this council, reach an understanding, and that the Greenbelt should be settled so that the people know where they are. The people do not know what to do with the land, and do not know whether they will be stopped by the planning board from building or subdividing and selling lots for \$2,000.

Mr. LEDUC (*Gatineau*): I think that Mr. Gour has made a very clear explanation of the situation of the Greenbelt in the area, and with respect to the situation I have heard of there on account of the development of Gloucester—the part which has been annexed to Ottawa. You have heard and we have heard people from the Quebec side. The extension of the city of

Hull and other municipalities has not grown to the point of causing any problem in the Greenbelt on the Quebec side. The problem is on the Ontario side, especially in the municipalities of Nepean and Gloucester—both of them.

Mr. KEENAN: I would say, in reply to the member, that I think he brought up a very good point there. The reason I speak of this is that I was on the council at the time the first zoning by-law was put in in 1946. The member questions whether it was expertly planned or zoned.

Senator REID: Of course, these experts can make mistakes; don't worry about that, councillor.

Mr. KEENAN: But, as you know, any zoning by-law comes under the jurisdiction of the Minister of Planning for Ontario and all plans made at that time, and all amendments made since, have been made with the approval of the Minister of Planning. Any changes that they suggested were always adhered to during 1946 and thereafter. So, I think that our zoning and our planning was made with some degree of accuracy and under some direction.

By Senator Connolly (Ottawa West):

Q. I wonder if I could just ask a few more questions in connection with the brief. Does the township take the position that they oppose the idea of the Federal District Commission purchasing all the land in the proposed Greenbelt?—A. Sir, in that, if there is such an event that it has to be, then, that is the next best bet, if they purchase it; but we do not want them to purchase the farms in the so-called Greenbelt as raw agricultural land, and then half a mile from that, where another person has a farm, is where the development is going to go if this thing should ever go ahead—the development is going to go outside definitely.

Q. In other words, so far as purchase is concerned, what you say is this: that if it is done then there should be adequate compensation not only on behalf of raw land but perhaps even on the basis of prospective use if the Greenbelt were not there. Is that in your thinking?—A. Yes.

Q. Assuming then that the idea of purchasing the whole area is ruled out, then in that event I take it—and perhaps this is directed particularly to Mr. Lawrence—it is subject to the approval of the Ottawa Planning Area Board on which you, as well as the Federal District Commission, are represented, and if the decision of the planning board is not satisfactory to you you have an appeal to the municipal board. Is that right?

Mr. LAWRENCE: But only on land itself.

Senator CONNOLLY (*Ottawa West*): So that the township of Gloucester has no right then to participate in that appeal, does it?

Mr. LAWRENCE: The custom is for it to join in proceedings before the Ontario Municipal Board in dealing with plans, which is required under the Ontario Planning Act, to consider public good and benefit to inhabitants of the area. It has been the custom, and properly the custom, for the municipal councils of Nepean and Gloucester to consider the question of whether, in their opinion, it is in the interest of the inhabitants, and of the municipality, that that particular plan be approved.

Senator CONNOLLY (*Ottawa West*): Assuming that the proposal to purchase is not carried through, what you are suggesting in effect then is that the further development in the proposed Greenbelt area be subject to the Ontario Planning Act and its provisions and that you feel that you can get along quite well if you are governed by that act. Is that so?

Mr. LAWRENCE: Personally—I am not speaking for council in that regard—I think we can be helped by the Federal District Commission in planning. In other words, it is a very difficult thing for council on its own to be arbitrary

in this way, or for any other body to be arbitrary—whether we be right or wrong. So, I think, the answer is cooperation. The answer could be that we would want the Federal District Commission to assist us in helping ourselves.

Senator CONNOLLY (*Ottawa West*): But you say it should be cooperation within the framework of the Ontario Planning Act?

Mr. LAWRENCE: Not restrictively. The policy of the Ontario Planning Board tends to be this, as I understand it, that if a municipality or an authority wants the luxury of a park, shall we say, or an extreme restriction on property use, they must pay for it. In other words, there have been decisions of the Ontario Planning Board suggesting the idea that if you want a park, pay for it. I personally feel that we could be helped by the Federal District Commission because I think that the policy at the moment of the Ontario department is perhaps not as constructive as we might, in the years ahead, hope it to be.

Mr. LAWRENCE: Have I made myself clear?

Senator CONNOLLY (*Ottawa West*): Yes, I think I have what I need.

By Senator Reid:

Q. My question is this, and I direct it to the reeve: are your present town planning regulations up to date and sufficient to take care of the ordinary development within even the Greenbelt, but particularly within the municipality? For instance, if I were going to build a house out there would my first move be to come with the plans to your council. I am particularly interested in your answer in respect to the planning regulations of your town being sufficient to take care of ordinary building and progress, looking not only to the present, but to the future?—A. We think they are, sir. We definitely think they are. We are trying to plan for the present as well as the future.

Q. I cannot see why a capable body like the group we have here are not consulted in respect to building.—A. What has happened in the past, Mr. Chairman, as the other gentlemen have mentioned, in regard to any proposed Greenbelt, is that when a plan comes up, and it is naturally turned down for some reason or another, we suggest to them that they go somewhere else. Probably it is not as good a portion of land for the plan, but that is where they have to go. If there is anything the matter with our present plan it is on account of this proposed Greenbelt.

By Senator Lambert:

Q. Could I ask this one question? Has Gloucester township, or any representation from Gloucester, ever submitted or drawn out any designated area in the form of a map setting forth its idea, or its conception of a line of demarkation as between Gloucester township and the Federal District Commission and/or the city of Ottawa?—A. In that respect, sir, in our zoning by-law we have different areas, A, B, C, D and we have areas for industries too.

Q. But if there is to be a satisfactory solution of this problem that has been presented here today, then there must be something more definite than that, I should think, for the guidance of all concerned. So, do you not think it would be reasonable to suggest that you should have some kind of map to put over against that other map, from the point of view of the township, so that when the time comes there would be something that would be representative of the municipality's opinion and which would not be lightly passed over by the Ontario Planning Board, the Ottawa Planning Board or anybody else?

Senator CONNOLLY (*Ottawa West*): Just on that, I suppose one of the difficulties that the Federal District Commission foresaw, with a restrictive by-law of that character, is that it does not bind a future council, and there is no element of permanency about it at all. You could pass it now, perhaps, and the injection

of the Ottawa Planning Area Board into the picture makes a difference. But we were not thinking about that so much when we were hearing the Federal District Commission's officials. What do you propose, Mr. Reeve, or Mr. Lawrence or Mr. Keenan?

Mr. LAWRENCE: In respect of a restrictive by-law, sir, as I understand the law, the municipality has no power to compensate when it restricts, and that is quite a problem within the municipality. It is a control we are all accustomed to and know of; but the problem becomes much greater when you enlarge it to the scale we are talking about today. Without the power to compensate it is extremely difficult, and I think practically impossible for a council to suggest that they will zone, in the forceful way that is required in some parts of the area, some part of the municipality.

Senator LAMBERT: Is that not the crux of your whole problem, the question of compensation?

Mr. LAWRENCE: Compensation is the way we should link with the Federal District Commission, because we cannot do it ourselves.

Senator LAMBERT: I am speaking now in terms of the individual land owner whose property might be affected by any sort of Greenbelt area.

Mr. LAWRENCE: Yes.

Senator LAMBERT: From the point of view of the council of Gloucester, or any other township, the problem is naturally one of compensation to the owners of the land, I would think.

Mr. LAWRENCE: We cannot say to the ratepayers of our municipality, patriotic as they may be, "For the good of Canada you are going to be restricted."

Senator LAMBERT: That very problem, I may say, was probably one of the main barriers in respect to the St. Lawrence waterway, which had to be overcome under the jurisdiction of the province of Ontario.

Senator CONNOLLY (*Ottawa West*): In a sense this is the same. You are pretty well in this position, are you not, in a practical way, that if a subdivider comes to the council and says, "I want to put in a unit here of 100 or 200 houses". About the only planning that you can do is to really consider it in a practical way and to approve or reject it. If you approve it you put it before the Ottawa Planning Board for consideration, and there it will get consideration of all of the people including the Federal District Commission.

Mr. LAWRENCE: Let us say, from even a political consideration, our weakness at the moment vis-à-vis the ratepayers of the township results to some extent from the pattern of circumstances as they exist. If we have greater responsibility and are allowed to exercise greater responsibility, I feel sure that this council will exercise greater responsibility. In fact, during the last year from the mere representation that we have had on the Ottawa planning Area Board—and I have only been on the council for a year and a half—the strengthening of requirements and control considerations have been very noticeable. Public benefit considerations have occurred in that short period, because of the fact that we knew that we were connected with the Ottawa Planning Area Board. A year or two ago our situation, hamstrung as we were in having proper plans put through, finessed us as it were and undermined us. As against that, an applicant coming in any saying "May I have a plan here", or "May I have a plan there", the picture has obviously brightened even as a result of the little power that we have been given in the last year. I think that the graph will rise as a result of any further responsibility and power we may be given.

Mr. LEDUC (*Gatineau*): There was a statement made a few minutes ago by the previous speaker stating that the people of Gloucester did not like to be controlled by a zoning by-law for the benefit of the people of Canada. I do not believe that that is right. In the province of Quebec, and I will give you a concrete example, in the municipality of South Hull they have a zoning by-law that has been prepared by the Federal District Commission. It cost the municipalities nothing to have that zoning by-law prepared by the National Capital Planning Board and the council of those municipalities. In South Hull where they have got this zoning by-law prepared you will never hear any ratepayer or owner saying that he cannot build there because of a zoning by-law for the benefit of Canada. You cannot build an industry beside a nice home as a result of this zoning by-law. It is for the benefit of the municipality of South Hull and it has been approved by the people of South Hull. The same thing should apply to any municipality, and the zoning by-law should be for the benefit of the people in that municipality, and not for the benefit of the people of Canada, because we are in the capital district.

By Senator Reid:

Q. I have one further question and it is in regard to appendix B. You set out the losses, or decreases in land and property within your municipality from 1887 right up to 1949. Then you say, "The latter annexation dealt a heavy blow to the township." I presume you are speaking of the 1949 annexation by Ottawa?—A. Yes, sir.

Q. My question is this, can the city of Ottawa or any other responsible body decrease your municipality without the people of Gloucester having a say and a voice as to whether it shall be done? I ask that, because in British Columbia no city or municipality can either be increased or decreased unless it is put to the vote of the people. My question to you is: can they come in and just cut your municipality by annexation without the people of Gloucester saying anything about it? If they can do this it is a terrible state of affairs. You will have nothing left if you just hand it over to either the Federal District Commission or any other government—A. In answer to that, sir, part of Gloucester was annexed without a vote of the people.

Q. So you do not know how much you may have left next week, because they may cut it in half?—A. That is correct.

Senator CONNOLLY (*Ottawa West*): This is done under the Municipal Act of Ontario?

Mr. LAWRENCE: The protection we have, Senator Reid, is that an application for annexation is heard by the Ontario Municipal Board which is considered to be an impartial body looking at the over-all benefits to the people as a whole, so it is not considered a matter of voting so much as a matter of administration. If anything went wrong, and there was obvious bias shown by the Ontario board, there would be a legal right of appeal to the courts of Ontario.

Senator REID: Could the township of Gloucester or another municipality, "slough off" a piece of property they did not want without consulting the wishes or desires of the people within that municipality? I want to express my thanks to you, sir, and to the committee for your kind consideration here today.

The Presiding CHAIRMAN: Thank you. We have another item on the order paper today—I do not want to discourage members who have been sitting here for an hour and a half by opening up too large a field—but we have with us Mr. Herbert Marshall representing the Ottawa Ski Club. Mr. Marshall does not insist on reading the brief which has been presented to us; it could be incorporated into the minutes, but maybe he would just say a few words now.

Mr. Herbert Marshall, Ottawa Ski Club, called.

The WITNESS: Mr. Chairman and honourable members of the committee I understand that time is short and I think the intention of the Ottawa Ski Club was merely to put before you in the form of a brief some of its thoughts concerning Gatineau park, in which, of course, it is vitally interested. The club is very anxious that the development of Gatineau park should go along, perhaps even more rapidly than it is proceeding at the present time.

The Ottawa Ski Club is interested, of course, both in skiing and in hiking. The brief will show you the scale of the development which has taken place in skiing through the operations of the Ottawa Ski Club; it will show that we have worked very closely in cooperation with the Federal District Commission, and it will show also that we are not only a skiing club, but a hiking club too. I think the brief points out that much of the development of the park up to the present time has been confined to roads in the areas nearer Ottawa, but in the more distant regions of the park there are even more attractive places—many more attractive places than will be found in the nearer area, that is, the region north of Kingsmere and around Meach lake. Thus we are very anxious that as rapidly as possible there should come into being the road which, when completed, will go around the edge of the park, up to the top and along the escarpment facing the Ottawa river, because there are magnificent views there. That country is almost inaccessible now, except for the athlete who wishes to climb the hill.

That is one recommendation which we make—that this area should be developed as rapidly as possible, taking into consideration the other demands upon the funds of the Federal District Commission, or whatever funds may be allotted to them.

The only other recommendation which we are making—and it is, I think, a very small one in so far as expense is concerned is this: we depend, of course, upon a road from the Meach lake road into the Camp Fortune area. The road does not go into Camp Fortune itself because we do not believe in cars coming right in to the ski lodge, but we do have a parking place which is extremely convenient, and which enables parents to bring their children and enjoy the benefits of skiing. However, the difficulty is that this road is, in parts, in very bad shape, with the result that we lose about two weeks every spring because of the fact that when the snow melts it becomes almost impassable. That is simply a recommendation which we would like to pass on through this committee.

I think that is all I want to say by way of opening remarks.

Senator LAMBERT: I would like to move, Mr. Chairman, if it is necessary, that this brief from the Ottawa Ski Club be received and recorded.

The WITNESS: The brief is as follows:

Ottawa, May 24, 1956

Brief from the Ottawa Ski Club To

SPECIAL JOINT COMMITTEE ON FEDERAL DISTRICT COMMISSION

An important feature of the National Capital Plain is the development of Gatineau Park. The easy accessibility of this magnificent natural area to Ottawa and Hull is an asset of great value not only to the inhabitants of this region but to visitors from far and near. Its wild natural beauty, variety of flora and fauna, picturesque lookouts, lakes and streams, mountainous terrain, make it a paradise for hiker, camper, skier, swimmer and all who love the unspoiled face of nature and respond to the need for the healing quiet and beauty of the Canadian woods. Here at the door of the Capital City can be seen at its best the

renewal of spring, the abundance of life in bird, flowers, animal and tree in summer, the glory of fall colouring in autumn, the clean whiteness and the invigorating crispness of the winter scene.

Already the Gatineau Park draws its thousands to benefit by its advantages. Campers crown the shores of Phillips Lake, hikers travel along its trails, picnickers frequent its parking spots, and skiers throng the hills and trails in the winter season. At present these activities are confined mainly to the nearer portion of the Park. The farther reaches, which excel the nearer in the variety and beauty of their attraction, are known only to the athletic few who are prepared for stiff climbs up the mountain sides. These find a rich reward for their labours in the wild country on top. Making this wealth of natural beauty available to the general public awaits the road development encircling the park on top of the mountains, which is included in the National Capital Plan.

Obviously the Gatineau Park offers unique opportunities for recreation. In the developments which have already taken place the Ottawa Ski Club has played a leading role. For over thirty years this Club has promoted skiing in the area. Today it has four ski lodges, maintains some 20 miles of trails, has developed eight ski hills which are serviced by seven ski tows, and has two ski jumps. It owns 400 acres of land in the Park in the vicinity of Camp Fortune which are devoted entirely to the promotion of skiing and hiking. It has a membership of 3,600. Its facilities are so well known that many skiers from points outside the Ottawa-Hull area come to visit it. So excellent are its facilities for producing skiing skill that the Ottawa Ski Club has become known as a "developer of champions". Each season sees Ottawa skiers carry off many of the Canadian and provincial championships. One-third of last year's Olympic ski team were members of the Ottawa Ski Club. Nevertheless, ski racing is only incidental in the Club's operations and it is for the beginner and the average skier, those just out for healthy sport and enjoyment, that it devotes most of its effort.

This skiing development seems all the more striking when it is considered that the Club is run on a purely voluntary basis; that is, its executive is elected annually by the members and serves without remuneration of any kind. Fees have been kept low so as to put the membership within the reach of all. Every cent received from fees or from any other source is used to pay operating expenses and to expand the facilities of the Club. There are no stocks or bonds on which dividends or interest have to be paid.

Approximately \$50,000 has been spent on the building of lodges, trails, hills, bridges, the purchase of land and other facilities. If all the voluntary labour given by Club members had had to be paid for, the cost would have been nearly twice that amount.

In developing skiing facilities the Ottawa Ski Club works in close collaboration with the Federal District Commission. Relations with the Commission have been very happy since there is a common objective—the development of wholesome recreational facilities in the Park.

On page 11 of the Report on Master Plan for the Development of the Gatineau Park prepared by the Gatineau Park Advisory Committee the following paragraphs appear:

The Ottawa Ski Club is most anxious to cooperate with the Federal District Commission and promote the development of the Gatineau Park. Indeed for over 30 years its activities have brought to the attention of many thousands in Ottawa and the surrounding district the recreational advantages of this fine winterland to the Capital City. It has been and remains one of the greatest assets in the development of the Park.

There have been some suggestions that the Ottawa Ski Club should sell the 400 acres which it owns in the Park area to the Federal District Commission. It is not through any lack of sympathy with the Commission's objectives for the Park that this proposal meets with widespread opposition among club members. The members are convinced that to lose the ownership of the land would eventually mean the disintegration of the Ski Club.

... there are differences of opinion between members of the Committee in regard to the principle of private ownership of land within the Park area. We understand that the Ottawa Ski Club is prepared to enter into an agreement with the Federal District Commission that the 400 acres of land which they own in Gatineau Park will be used only for skiing facilities and under this and other safeguards the Committee is unanimous in agreeing that the Ottawa Ski Club should be permitted to retain their property.

It is fully recognized by the Ottawa Ski Club that the development of skiing facilities in the Gatineau Park can be promoted best by working closely with the Federal District Commission and it hopes that the fruitful cooperation of the past will be continued. Skiing is growing steadily in popularity and additional facilities will be required from time to time. When the need arises the Ottawa Ski Club will discuss with the Federal District Commission proposals for expanding facilities.

There is one recommendation in connection with the development of Gatineau Park which the Club would like to make. It recommends that the building of roads into and around the Park be speeded up. This road system will, besides expanding skiing facilities, make the beauties of the whole Park accessible to more people, both those who live in the area and the many visitors to Ottawa.

In particular the Ottawa Ski Club requests that immediate attention be given to the improvement of the short road from Dunlop's on the Meach Lake Road to the parking lot at Alexander Hill. The condition of this road invariably shortens the ski season because it is practically impassible in the early spring season.

By Senator Reid:

Q. Would you and your board have any objection to the park being placed under the national parks branch of Canada and becoming a Canadian national park?—A. You mean, has the Ottawa Ski Club any objection?

Q. Yes.—A. Oh, it is very much in favour of that, and thinks that this is the only way in which we can really develop the magnificent Gatineau area.

Q. That sounds to me like an intelligent answer.

Senator CONNOLLY (*Ottawa West*): I think the witness has misunderstood.

Senator LAMBERT: Mr. Marshall might have mentioned that the Ottawa Ski Club is a voluntary organization of some 3,600 members, and that the area used is over 450 or 500 acres in extent. The club has been in existence for a long, long time and it has attracted visitors not only from Ottawa but from all over the country and from the eastern United States as well. So these modest request about the improvement of roads are rather refreshing to hear.

Senator CONNOLLY (*Ottawa West*): I do not want to have Mr. Marshall change his answer, but I wonder whether he understood Senator Reid's question. The purport of his question was this: do you think that jurisdiction over Gatineau park should be removed from the Federal District and be put under the national parks branch?

The WITNESS: Oh, I am very sorry—I did misunderstand.

Senator REID: See how it all gets twisted!

Senator CONNOLLY (*Ottawa West*): Don't change your answer unless you want to.

The WITNESS: I do want to change my answer—very much. We work very closely with the Federal District Commission and we want to see the park developed by them.

Senator REID: I will keep to the first answer. There is always confusion when a lawyer gets in.

By Senator Connolly (Ottawa West):

Q. Mr. Marshall, do you own land up there?—A. We own 400 acres.

Q. In the park area?—A. In the park area.

Q. Do you want to keep that?—A. We think it is advisable for us to keep it because we are a voluntary organization and there is a good deal of self help in the club. We feel that if we were to sell the land for a good sum—which we would have to sell it for—then we would have a reserve which the members would be able to draw on, and they might not want to continue self help.

Mr. LEDUC (*Gatineau*): I would like to congratulate Mr. Marshall on his club. It is a wonderful organization. This club is established in the park right now, and if it were not established it would be necessary, when this park is fully developed, to establish such an organization at Canadian expense. I have visited Banff and they have a wonderful skiing organization there which has cost hundreds and thousands of dollars to organize. We are fortunate in that skiing has been developed in Gatineau park by an organization which costs the federal government nothing, and I hope they would not be in trouble with the federal government even if this area became a national park.

By Senator Connolly (Ottawa West):

Q. Are you the president of the club, Mr. Marshall?—A. No, Mr. George A. McHugh is president; I am a past president.

The CHAIRMAN: Then, if that is all, we will now adjourn.

—The committee adjourned.

Doc
Canada, Federal District Commission,
Joint Committee of the Senate and the House
of Commons on the,
THIRD SESSION—TWENTY-SECOND PARLIAMENT

1956



Joint Committee of the Senate and the House of Commons

on the

FEDERAL DISTRICT COMMISSION

Joint Chairmen:—The Honourable Senator F. W. Gershaw

and

Mr. Armand Dumas, M.P.

MINUTES OF PROCEEDINGS AND EVIDENCE

No. 11

MONDAY, JUNE 4, 1956

WITNESSES:

Mr. Georges Lessard, N.P., Treasurer and Mr. Aimé Guertin, Honorary President, l'Union des chambres de commerce de l'ouest de la province de Québec.

EDMOND CLOUTIER, C.M.G., O.A., D.S.P.
QUEEN'S PRINTER AND CONTROLLER OF STATIONERY
OTTAWA, 1956.

MEMBERSHIP OF THE COMMITTEE FROM THE SENATE

Honourable Senator F. W. Gershaw, *Joint Chairman*,
and Honourable Senators

Aseltine, W. M.	Dessureault, J. M.
Cameron, Donald	Lambert, Norman P.
Connolly, J. J. (<i>Ottawa West</i>)	Reid, Thomas
Connolly, H. J. (<i>Halifax</i>)	

MEMBERSHIP OF THE COMMITTEE FROM THE HOUSE OF COMMONS

Mr. Armand Dumas, *Joint Chairman*,
Aitken, Margaret (Miss),
and Messrs.

Blair, W. G.	Leduc, R. (<i>Gatineau</i>)
Buchanan, W.	Mang, H. P.
Caron, A.	McIlraith, G. J.
Ellis, Claude	Nowlan, G.
Fraser, Alan (<i>St. John's East</i>)	Philpott, E.
Gour, J. O. (<i>Russell</i>)	Richard, J. T. (<i>Ottawa East</i>)
Hansell, E. G.	Robichaud, H. J.
Harkness, D. S.	Weselak, A. B.
Houck, W. L.	

Antoine Chassé,
Clerk of the Committee.

MINUTES OF PROCEEDINGS

The SENATE, ROOM 368,
MONDAY, June 4, 1956.

The Joint Committee of the Senate and the House of Commons, appointed to review and report upon the progress and programs of the Federal District Commission in developing and implementing the Plan for the National Capital met at 10.30 o'clock a.m. Mr. Dumas, Joint Chairman, presided.

Present:

The Senate: Honourable Senators Aseltine, Connolly (*Ottawa West*), Lambert, and Reid.

The House of Commons: Messrs. Blair, Caron, Dumas (*Joint Chairman*), Hansell, Leduc (*Gatineau*), Philpott, Richard (*Ottawa East*), Robichaud, Weselak.

In attendance: From *l'Union des Chambres de Commerce de l'ouest de la province de Québec*: Dr. Jos. Matte, Vice-President, Messrs. Aimé Guertin, Honorary President, Georges Lessard, Treasurer, and René Hould, Secretary; from the office of the Privy Council, Mr. H. J. Hodder; and from the Federal District Commission: Major-General Howard Kennedy, C.B.E., M.C., M.E.I.C., F.E., Chairman; Messrs. Alan K. Hay, M.E.I.C., General Manager; H. R. Cram, M.E.I.C., Assistant General Manager; J. Edouard Handy, Secretary; D. L. McDonald, M.T.P.I.C., C.S.L.A., Director of Planning, S B. Wass, M.E.I.C., Railway Consultant; Walter Bowker, Director of Information, and Marcel Couture, Chief Accountant.

The Committee considered the brief submitted by *l'Union des chambres de commerce de l'ouest de la province de Québec*.

Notary Georges Lessard was called. He read the brief and was questioned thereon. During the examination, conducted in French, the witness was assisted by Mr. Aimé Guertin on specific points arising of the said examination.

At the conclusion of the presentation, the Chairman thanked Mr. Lessard and his associates for attending before the Committee and for their presentation. In turn, Mr. Lessard expressed his appreciation to the Committee for the privilege extended to the Union to be heard.

At 12.00 o'clock noon, the Committee adjourned to the call of the Chair.

Antoine Chassé,
Clerk of the Committee.

EVIDENCE

MONDAY, June 4, 1956

10.30 A.M.

LE PRÉSIDENT AU FAUTEUIL: Messieurs, nous avons maintenant un quorum et les officiers de l'Union des chambres de commerce de l'ouest du Québec ont bien voulu se rendre ici pour continuer l'étude du mémoire qui a été soumis au comité jeudi le 24 mai 1956. Nous avons avec nous ce matin M. le docteur Joseph Matte, vice-président de l'Union des chambres de commerce de l'Ouest du Québec, M. Aimé Guertin, président honoraire, M^e Georges Lessard, N.P., trésorier et M^e René Hould, secrétaire.

The presiding CHAIRMAN: Gentlemen, this morning the officers of l'Union des chambres de commerce de l'ouest de la province de Québec have been good enough to attend here to continue the study of the brief which was submitted on Thursday, May 24.

Those present today are Dr. Joseph Matte, vice president Mr. Aimé Guertin, honorary president; Mr. Georges Lessard, treasurer, and Mr. Rene Hould, secretary.

Mr. Lessard, the treasurer will read the brief, and he will be the witness.

M. Georges Lessard va être assez bon de nous lire ce mémoire et c'est lui qui sera le témoin principal.

M^e Georges Lessard, N.P., (trésorier de l'Union des chambres de commerce de l'ouest du Québec) est appelé.

Le TÉMOIN: Merci, monsieur le président.

Au Comité conjoint du Sénat et de la Chambre des communes,
Monsieur le président,
messieurs.

Le 29 janvier 1954, la Commission Tremblay (commission royale d'enquête sur les problèmes constitutionnels de la province de Québec) siégeait à Hull, et l'Union des chambres de commerce de l'ouest du Québec lui soumettait un très important mémoire sur la répercussion des projets de la Commission du district fédéral, sur la région de Hull. Ce mémoire fut présenté par M. Aimé Guertin, président honoraire à vie de cet organisme, lequel groupe quelque 20 Chambres de commerce représentant des localités toutes sises dans l'ouest du Québec.

Votre comité conjoint veut bien entendre ceux qui désirent vous soumettre leurs vues, pour ou/et à l'encontre du mémoire à vous présenté par la Commission du district fédéral. C'est là un geste tangible de démocratie bien comprise, et l'Union des chambres de commerce, dûment autorisée à ce faire lors de la dernière assemblée de son exécutif, tient à se prévaloir de cette occasion pour à son tour vous soumettre quelques vues sur le mémoire présenté par cette Commission du district fédéral.

Tout d'abord, nous insistons pour vous affirmer ici que notre mémoire à la Commission Tremblay forme la base de ce présent mémoire. A sa lecture, vous constaterez que nous touchons du doigt, tant dans les principes que dans les réalisations, tous les aspects se rapportant à ces deux postes du district fédéral et de la région de Hull ou partie ouest du Québec affectée par ce fameux district fédéral, d'une part, et aux diverses relations mettant aux

prises ces deux postes, d'autre part. En conséquence, le nombre de copies requis de ce mémoire vous est par les présentes remis pour faire partie intégrale du mémoire que nous vous soumettons actuellement.

Ce mémoire présenté à la Commission Tremblay est, à notre sens, si complet, qu'il n'y a pas pratiquement rien de neuf à ajouter, sauf nos remarques quant aux conclusions du rapport soumis par la Commission du district fédéral, sans oublier une insistance réitérée de notre part pour faire remarquer à votre comité conjoint combien la politique générale de la Commission du district fédéral est loin de plaire aux citoyens de la région de Hull et de la partie ouest de la province de Québec. Loin de nous de rejeter complètement l'idée d'un district fédéral. C'est l'application même de cette idée que nous discutons, ainsi que vous pourrez le constater.

Alors donc, voici, en sorte d'appendice à notre mémoire ci-haut relaté (déjà complet par lui-même, répétons-le), quelques points importants sur lesquels nous osons réclamer votre bonne attention et votre étude désintéressée:

1. *Composition de la commission:*

Cette Commission se compose de 20 personnes, dont 3 du Québec, et de ces 3 personnes, 2 sont de la cité de Hull. Quant au comité d'aménagement, l'on y trouve 11 personnes, dont une seulement du Québec. Les officiers de la Commission, l'exécutif en quelque sorte, sont au nombre de 9, dont un seul est Canadien français. Or, si l'on tient compte du fait que sur la superficie du district fédéral couvrant 900 milles carrés, quelque 536 milles carrés d'iceux se trouvent dans la province de Québec, il est patent que la part faite aux Canadiens français est, disons-le, décevante!... Et ce, compte tenu du nombre de ces personnes officielles constitué par les représentants des provinces à majorité anglaise. Il faudrait qu'environ le tiers des personnages ci-haut nommés soient Canadiens français. Et ne venez pas déclarer qu'il ne s'agit pas ici de vérifier l'origine raciale des personnages en question. Il y a assez de compétence parmi les Canadiens français pour satisfaire aux exigences du district fédéral. De plus, précisons ici qu'il faudrait que, particulièrement, la représentation de ces personnes officielles venant de la cité de Hull et de l'ouest du Québec, soit plus importante. Il est inconvenable que la cité de Hull n'ait qu'un représentant au sein de la Commission, que l'ouest du Québec n'en ait aucun. Certains organismes, pour obvier au fait que nous n'avons qu'un représentant pour Hull, voudraient que ce représentant puisse y déléguer son substitut. Nous allons plus loin qu'eux: il faudrait au moins 2 représentants pour la cité de Hull. Quant à l'ouest du Québec, eh bien! le représentant de la province de Québec devrait être un résident de cette partie de la province, et qu'une règle de loi soit prévue à cet effet par la Commission. Mais, de toute façon, ne serait-il pas encore préférable et combien plus juste d'inclure quelques résidents de l'ouest du Québec, disons un Canadien anglais et deux Canadiens français, en plus du représentant de notre province? Enfin, est-ce qu'un représentant de l'Union des chambres de commerce de l'ouest du Québec ne devrait pas faire partie de la Commission du district fédéral, notre groupement étant le plus représentatif de cette région quant au territoire couvert, aux municipalités, y comprises, et quant aux citoyens influents qui en font partie, soit Canadiens anglais soit Canadiens français!

2. *Expropriation:*

a) Le rapport de la Commission demande le pouvoir d'exproprier sans avoir obtenu au préalable le refus de vendre du propriétaire. Nous sommes catégoriquement contre cette mesure. L'expropriation est de droit strict et extraordinaire. Toute mesure dilatoire doit être en faveur du propriétaire, afin qu'il ne soit pas dérangé moralement et physiquement de façon trop brusque dans son droit de propriété. Il existe déjà assez de mesures ou de

lois diminuant le droit du propriétaire ou la liberté individuelle, sous le prétexte, bon la plupart du temps il va sans dire, du bien général, qu'il ne faut pas accorder trop de facilité à des organismes chargés de réaliser, eux, le bien général quand il s'agit de fins d'embellissement seulement.

b) *The Ottawa Citizen*, édition du 6 mars 1954, commentait un jugement de la Cour suprême, lequel n'avait pas des mots tendres à l'occasion d'un jugement de la Cour d'échiquier, sur un cas d'expropriation. Mais Son Honneur le juge Thorson, se sentant attaqué, se défendit en recommandant une définition statutaire du mot "valeur", mot ou concept qui devrait s'inspirent particulièrement de la valeur de remplacement actuelle au lieu de la valeur marchande ou dépréciée. Et cet honorable juge avait entièrement raison. Il ne pouvait qu'appliquer la loi telle que faite ou interprétée présentement. Alors donc, il y aurait lieu de donner suite à cette recommandation de ce savant juge.

3. *Respect de notre langue*

Nous tenons tout d'abord à féliciter la Commission du district fédéral pour l'appellation française du Lac des Fées. Toutefois, nous voudrions qu'elle persiste à la maintenir tout le temps et de façon toujours officielle. C'est ainsi que nous remarquons que son rapport parle assez souvent de "Fairy Lake"! Comme il est difficile, osons le dire, de faire appliquer le fameux *fair play* britannique en ce domaine. Comme il y aurait à dire là-dessus! Le major Kennedy affirmait à votre comité conjoint qu'il rendrait "enfin" justice au caractère bilingue du pays "si votre comité le recommande"! Réponse spécieuse et inconcevable de la part d'un haut fonctionnaire d'un pays bilingue! Il convient ici de féliciter les députés Alexis Caron, Jean Richard et Omer Gour, pour leur attitude à cet égard. Le major Kennedy, selon les journaux, aurait déclaré qu'il "serait heureux de préparer des enseignes bilingues si votre Comité nous le recommande". Nous aimerions mieux qu'il se soit fait un devoir de respecter notre caractère bilingue. Le fait d'être heureux ou malheureux est immatériel en la matière! La réclame, les enseignes, la publicité les affiches, etc., tout devrait être rigoureusement bilingue. Et non pas seulement bilingue de fait, à quelque jour donné! Mais bien bilingue "dans le temps" si l'on peut dire, c'est-à-dire que tout devrait être bilingue en même temps. Prenons le cas du présent rapport soumis par la Commission du district fédéral. Il est quasi certain que le rapport en langue française n'a pas été publié ou distribué en même temps que le rapport anglais, si par chance il est actuellement fait ou distribué! De toute façon, nous avons dû nous contenter du rapport en langue anglaise.

Sur ce sujet de la langue française, il y a un autre point important à considérer. Il s'agit de l'appellation des parcs, promontoires, lacs, etc., et à ce sujet disons de suite que la Commission devrait se faire un devoir historique et national de ne pas "débaptiser" ce que l'histoire, la coutume, la langue, le souvenir, a consacré et baptisé. Et ici, nous prenons à la fois la défense des appellations anglaises. C'est ainsi que le lac Meach doit demeurer le lac Meach. Mais le lac Harrington, lui, devrait à cause de ce que dit plus haut, se nommer lac Mousseau ou lac à Mousseau! La suggestion suivante ne serait pas négligeable, à notre point de vue: les trois quarts des appellations devraient être en langue française pour les noms à donner du côté du Québec, l'autre quart serait en langue anglaise. Et la proportion, en sens inverse, serait la même pour la province d'Ontario. De toute façon, si l'on veut garder au territoire couvert par le district fédéral son caractère bilingue, il faut commencer par respecter les noms originaires mieux qu'on l'a fait jusqu'ici! Remarquez bien que notre mouvement ne compte pas que des Canadiens français. Mais nous savons que les Canadiens anglais faisant partie de notre Union, déplorent eux aussi le sort fait au caractère bilingue du pays au sein de la Commission du district fédéral.

4. Taxes et Octrois

L'on sait que le district fédéral ne paie pas de taxes. Coïncidence ou conséquence de notre mémoire présenté à la Commission Tremblay, des octrois sont accordés aux municipalités concernées pour compenser quelque peu pour la perte de taxes, il est bien clair que ces municipalités ne sont pas des plus heureuses d'une telle situation. Ces octrois sont vraiment insuffisants, représentant, paraît-il, une proportion minime des taxes qui seraient autrement perçues. De plus, qu'advient-il des pertes de taxes pour les années avant 1951? Et même, en fait, est-ce que la cité de Hull a reçu de tels octrois? De toute façon, n'y aurait-il pas lieu de reviser complètement la situation faite aux municipalités sises dans le territoire du district fédéral, et adopter à ce sujet une politique juste, équitable et profitable pour lesdites municipalités, ce qui serait en définitive bien qu'indirectement, pour le bien même du district fédéral? Nous croyons qu'il est possible de trouver une formule à cet effet, qui permettrait à ces municipalités d'avoir des octrois équivalant à 100% des taxes perdues, octrois qui seraient en outre perpétuels et garantis. Aux spécialistes d'y voir. Non seulement les municipalités en question doivent voir au règlement heureux de cet important problème financier, mais le district fédéral lui-même est ou devrait être intéressé à prendre la part des municipalités. M. Lionel Marleau, rédacteur du *Droit*, se déclarait "surpris d'entendre que la ville de Hull recevrait plus du gouvernement fédéral, en vertu de la législation actuelle, si elle prenait la peine d'en faire la demande en remplissant les formules requises." Il est anormal qu'une municipalité perde ainsi de fortes sommes d'argent à cause de formalités non satisfaites.

Cette commission ou ce comité devrait éclairer les dirigeants de nos municipalités à cet effet. Mieux, cette législation devrait être ainsi faite que les municipalités ne puissent perdre ces sommes pour une raison aussi futile. Enfin, disons-le, ça ne devrait pas être aux municipalités de quémander ces sommes d'argent, mais bien aux autorités supérieures à les accorder.

5. Réalisations urgentes

La Commission du district fédéral a réalisé de belles choses jusqu'ici. Toutefois, des réalisations plus importantes devraient avoir priorité sur la création de parcs, promontoires, promenades, etc. C'est ainsi que la construction de ponts entre les provinces de Québec et d'Ontario, particulièrement près des édifices du Parlement, entre Britannia et Deschênes, entre Pointe-Gatineau et Rockcliffe, est probablement le projet le plus urgent de tous. Toutes les associations et tous les citoyens de Hull ne cessent de réclamer des ponts additionnels entre la région de Hull et la région d'Ottawa. Nous avons l'impression que trop souvent le district fédéral met la charrue avant les bœufs. Pour citer un autre exemple, disons que la Commission du district fédéral ne semble pas accorder beaucoup de soucis à la défense civile. Le règlement de la pollution des eaux de la rivière d'Ottawa est un autre exemple de ces problèmes urgents. Pour la capitale du pays, pour le territoire dépendant de ce district, il nous semble qu'il s'agit là d'un projet d'importance primordiale. En somme, les projets de base même ne sont pas ou à peu près pas réalisés ou réglés. Oh! nous savons que la plupart de ces projets impliquent la collaboration, parfois la contribution, toujours la coopération, souvent le consentement, des municipalités et/ou des provinces concernées! Cela n'est pas facile; mais, raison de plus pour faire se réaliser avant toutes autres choses ces projets. Et cela aidera même grandement la Commission du district fédéral à provoquer une attitude définie, tranchée, déterminée, et satisfaisante pour tous, de la part des municipalités et des provinces de Québec et d'Ontario, de même que du gouvernement fédéral lui-même! Le reste viendrait par surcroît, par exemple, la création de parcs, promenades, promontoires, etc. Trop souvent, il nous semble que cette Commission met du sucre et des décorations sur un gâteau non tout à fait cuit!

6. Aspects constitutionnels

Certains députés, certains sénateurs, préconisent la création d'un district fédéral intégral et autonome, et des associations, des groupements, des officiers de l'État, des citoyens, s'en font les propagandistes. Même, une certaine bureaucratie, à ce qu'il nous semble, paraît avoir décidé que ce district fédéral se réalisera ainsi. Est-ce que le gouvernement fédéral ne devrait pas faire taire cette bureaucratie et ces agents ou propagandistes, et adopter officiellement le principe d'un district fédéral architectural seulement? Nous savons bien que des paroles rassurantes à cet effet ont été prononcées, particulièrement par le premier ministre du Canada. Mais, en plus d'adopter une attitude de principe, il faudrait que le Gouvernement précise davantage l'application de ce principe dans les faits eux-mêmes, et que surtout il voit à ce que la Commission du district fédéral applique rigoureusement les normes établies par l'autorité supérieure.

Le rapport de la Commission demande le pouvoir de définir les limites, les tenants et aboutissants du territoire du district fédéral, et même, elle voudrait avoir celui de les modifier et de les changer si nécessaire. Rien ne s'oppose à ce que cette Commission suggère, même par des cartes géographiques, le territoire qui dépendrait du district fédéral. Mais encore faut-il faire très attention! Il ne faudrait pas accorder à cette Commission des pouvoirs lui permettant en somme de déterminer elle-même ce territoire, d'en changer l'étendue à bon vouloir. C'est aller trop loin en besogne. Il faudrait préciser restrictivement et prudemment cette demande de la Commission. D'ailleurs, cette demande est trop vague, trop imprécise, et laisse la porte ouverte à trop d'interprétations diverses.

7. Demandes excessives

La Commission demande le pouvoir d'acquérir des biens jusqu'à concurrence de \$50,000 sans avoir à obtenir au préalable l'assentiment du gouverneur en conseil, la limite actuelle étant de \$5,000. Elle voudrait aussi se dispenser de cet assentiment pour disposer elle-même de biens réels d'une valeur n'excédant pas \$10,000. Enfin, elle veut avoir le pouvoir d'acquérir et de détenir des immeubles excédentaires pour les vendre après que la valeur en aura été accrue à la suite de l'exécution d'un projet d'aménagement. Eh bien: ce sont là des demandes excessives, surtout la dernière. Cette Commission a déjà trop tendance à agir sans contre-partie de responsabilité directe envers les citoyens pour que l'on augmente ainsi ses pouvoirs. Pour ce qui concerne la demande en dernier lieu formulée, votre Comité ne devrait pas du tout permettre à cette Commission de spéculer. Toute appréciation de valeur immobilière provoquée par l'embellissement de nos lieux, devrait accroître au bénéfice des citoyens-propriétaires eux-mêmes;

Compte tenu de notre époque inflationnaire, nous approuverions tout au plus le doublement des montants actuels, dans le cas des deux premières demandes citées plus haut.

8. Propagande:

La propagande de la Commission du district fédéral est loin d'être rassurante! Elle trahit plutôt l'impression qu'il s'agit d'un district fédéral autonome à tous points de vue. Or, il nous semble qu'il serait plus satisfaisant et plus facile de réaliser un tel district aux seuls points de vue d'urbanisme, paysagiste, architectural, et d'apparence extérieure. Nous n'avons aucunement besoin de le réaliser à la façon dont celui des États-Unis l'a été. Oh! nous savons que parfois des déclarations sont faites à l'effet qu'il n'y a rien de tel! Mais, nous nous effrayons d'autres déclarations de principe à l'effet que le district fédéral intégral (politique, constitutionnel, gouvernemental et autonome) se réalisera fatalement! Le temps ne compte pas pour les protagonistes de cette théorie. Or, nous aimerions, en un sens ou dans l'autre, un énoncé

de principes définitifs de la Commission à ce sujet. De cette façon, nous saurions une fois pour toutes à quoi nous en tenir!

9. Consultation des intéressés:

Nous croyons que les intéressés ne sont pas suffisamment consultés sur les réalisations de la Commission. Les gouvernements municipaux et provinciaux et parfois fédéral devraient être plus souvent des parties décisives. Pour exemple, si la Commission "décide" de créer un parc en la cité de Hull, cette dernière devrait être celle qui "décide" en dernier ressort! C'est peut-être trop demander? Non, si l'on tient à ce que chacun conserve son autonomie, sa liberté.

10. Choses diverses:

Voici quelques points sur lesquels nous voulons attirer votre bienveillante attention:—

a) Tant qu'à créer des parcs, promenades, promontoires, etc., n'y aurait-il pas lieu de prévoir la construction d'hôtels, auberges, salles à manger, etc., dignes d'eux? Pour exemple, ne serait-il pas nécessaire de construire le plus tôt possible un hôtel à Ste-Cécile de Masham, au centre même du Parc de la Gatineau? Les citoyens canadiens, les touristes, en profiteraient grandement. Ne serait-il pas opportun aussi que les nombreux lacs situés sur le territoire du parc de la Gatineau, soient organisés etensemencés de truites, afin qu'une section importante de notre population puisse bénéficier de leur sport favori?

b) Nous réitérons, à cause de son importance, notre surprise de constater qu'aucune mention de ponts additionnels entre Hull et Ottawa n'est faite au rapport de la Commission!

c) Nous avons bien remarqué que la gendarmerie royale à cheval patrouille les promenades du district fédéral et du parc de la Gatineau, dans la province de Québec. Cela donne évidemment de l'allure et du ton au district. Mais, ne trouvez-vous pas qu'il est humiliant et disons-le "énervant" de se faire patrouiller par des gens qui ne parlent pas notre langue? Si au moins, ces gens étaient tous des bilingues, et qu'ils se serviraient de l'une ou l'autre des deux langues officielles, selon le cas, ce serait là un moindre mal. Nos routes, nos héritages, nos patrimoines, tout le système routier sous le contrôle du district fédéral est patrouillé par cette police! Ne devrait-il pas y avoir révision de la politique de la Commission à cet effet? Rien n'empêche cette Commission d'établir un système uniforme de circulation, mais les autorités policières municipales ou provinciales, selon le cas, devraient être les organismes chargés de l'application de ces lois de circulation, avec pouvoirs à cet effet.

d) D'ailleurs ce nom de "district fédéral" prête à confusion! C'est monsieur Clément Brown, rédacteur au *Droit* (janvier 1956) qui déclarait que l'appellation devrait être "Commission de la capitale nationale". Si le gouvernement fédéral changeait ainsi ce nom, ce serait la meilleure preuve qu'il ne désire pas un district fédéral politique autonome, mais une capitale nationale belle, attrayante et digne du Canada, tout simplement. Car c'est bien là le but essentiel de toute l'affaire. Point n'est besoin d'intégrer le territoire affecté en une sorte de onzième Province! De toute façon, nous endossons entièrement cette appellation de la part de monsieur Brown.

e) Le rapport mentionne que la Commission fait appel aux agents d'immeubles pour ses transactions. Nous protestons contre cette affirmation. Nous ne croyons pas que les agents d'immeuble de Hull ou de l'ouest du Québec aient été sollicités de la part de la Commission pour des fins professionnelles. Il faudrait enquêter là-dessus, et agir en conséquence. De plus, nous sommes d'avis que la Commission devrait payer pour la correction des titres des terrains qu'elle acquiert, sachant que la plupart du temps le vendeur n'est pas très

fortuné, et que ce surcroît de dépenses ne grèverait pas indûment le budget de la Commission. Par ailleurs, nous nous demandons si tous les notaires ou avocats, du moins ceux de la région de Hull, ont vu leurs services professionnels requis par la Commission. De quel critère se sert cette Commission pour choisir tel ou tel homme de loi? Aucune discrimination directe ou indirecte ne devrait exister en ce domaine, sauf celle de la valeur professionnelle et de l'expérience le cas échéant.

f) La part faite à la cité de Hull et à la région de Hull quant aux édifices fédéraux est vraiment pitoyable! Nous avons l'Imprimerie nationale. La belle affaire! Le gouvernement fédéral devrait bâtir au moins une dizaine d'édifices fédéraux pour loger ses ministères de ce côté-ci de la rivière, puisqu'ils seraient ainsi plus prêts du Parlement fédéral lui-même qu'en tout autre site ontarien. D'ailleurs, nous mentionnons une dizaine pour ne pas dire plus, car si toute une série d'édifices fédéraux borde le côté ontarien de la rivière Ottawa, une autre série d'édifices du même genre devrait faire le pendant du côté du Québec. Le district fédéral voudrait-il dire que tous ou presque tous les édifices fédéraux doivent nécessairement être du côté ontarien? Si le district fédéral est homogène, ne forme qu'un seul tout, pourquoi cette discrimination? Le ministère des Travaux publics et cette Commission se doivent de reviser leur politique à ce sujet.

g) La Commission devrait également prévoir plus de routes propices au commerce et à l'industrie.

A ce sujet, nous déclarons que la surface accordée à l'industrie pour la région de Hull est nettement insuffisante, et préjudiciable au bien même et au développement complet de cette région. A peine 1,584 acres, dont 109 acres pour la cité elle-même, sont départis à cette région. La région d'Ottawa, elle, aura 5,012 acres pour l'industrie! Il s'agit là d'un aspect très important pour nous du district de Hull; la propagande en faveur du district fédéral ne fait que redire à qui mieux mieux que nous sommes privilégiés de pouvoir vivre au sein de ce district. Le gouvernement fédéral est devenu propriétaire du quart (pour ne pas dire plus) de la superficie territoire de la cité de Hull, et du tiers de celle du village de Ste-Cécile de Masham. C'est l'économie de toute la région bouleversée, paralysée, et qui sait, avant peut-être longtemps, le mode de vivre de tous et chacun modifié et transformé, et ce ne sont pas là des facteurs très réjouissants pour nous, vous l'avouerez!

h) Quelques avancés du rapport de la Commission du district fédéral ont grandement raison de nous effrayer. En voici un seul exemple à la page 20, tout au bas, il est dit que "The Ottawa-Hull area is treated as one physical, social and economic whole"!

i) Bien que cette Commission du district fédéral ne s'occupe pas directement de la réalisation de projets de construction de maisons familiales, il serait juste qu'elle emploie son influence pour que du côté de la province de Québec, de tels projets se réalisent en plus grand nombre, de même que la construction de résidences privées par les citoyens eux-mêmes, et de grâce à l'obtention de prêts hypothécaires de la Centrale d'hypothèque et de logement, et des compagnies privées. Pour exemple, sur 1830 maisons construites pour des vétérans, seulement 275 furent bâties dans notre province. Ne serait-il pas du devoir de cette Commission, en autant que faire se peut, de promouvoir ce genre de constructions. Si le district fédéral doit exister des deux côtés de la rivière, cette Commission ne voudrait pas, ne peut vouloir faire du côté ontarien un district résidentiel et industriel et du côté québécois une simple étendue de parcs et de promenades;

j) Dans la province d'Ontario, le propriétaire exproprié jouit d'un privilège qui n'est pas accordé à celui du Québec. En effet, si paiement est différé sans que la faute soit celle du propriétaire, ce dernier reçoit intérêt au-delà d'un délai de 90 jours (voir rapport, pages 65 et 66). Le rapport précise

qu'une telle mesure est en voie de réalisation pour le Québec. Mais encore là, pourquoi tout d'abord régler la question pour l'Ontario, et attendre pour notre province? Que diraient les gens d'Ontario si la Commission agissait en sens inverse? S'il s'agit d'une difficulté technique ou légale, et nous ne voyons pas quelle puisse être cette difficulté, pourquoi ne pas mettre en force une telle mesure en même temps dans les deux Provinces?

Nous terminons ce mémoire en exprimant l'espoir d'avoir un jour une capitale nationale sans rivale dans le monde entier! C'est dire que nous sommes loin d'être contre l'idée même d'avoir une capitale harmonieuse et belle, d'une architecture unique au monde tant par ses beautés naturelles que par l'oeuvre de l'homme. Nous critiquons certes maintes tendances, maints principes de la Commission régissant la capitale et son district. Cette Commission a à son crédit de magnifiques réalisations. Mais ce mémoire, n'ayant pas pour objet de souligner ces réalisations, mais bien plutôt d'indiquer ce que nous n'aimons pas de cette Commission, expose, d'une façon que nous voulons constructive, des critiques que nous soumettons à votre étude. Précisément, les journaux de ces jours-ci rapportent des opinions, des déclarations, des compte rendus qui justifient et nos critiques et nos craintes, certains personnages ou certains groupements allant même jusqu'à réclamer la création d'un véritable district fédéral. Nous nous élevons hautement contre ces tendances, ces principes, et nous endossons pleinement l'attitude de la cité de Hull, et d'Ottawa (car la cité d'Ottawa est loin d'être gagnée elle-même à cette idée), de même que celle de tous les autres groupements ou associations qui comme nous ne veulent pas d'un district fédéral autonome, copie plus ou moins fidèle de celui des États-Unis.

L'Union Des Chambres De Commerce De L'Ouest De La Province De Québec

Par M. Caron:

Q. J'admettrai qu'il y a, dans ce rapport, de grandes vérités. Je regrette, toutefois, que ces vérités-là aient été présentées d'une façon quelque peu négative plutôt que positive. On soulève surtout les lacunes qui existent, et souvent ceci peut laisser dans l'impression des gens que tout est mal à la Commission. Je vois bien qu'en quelques parties vous dites qu'il y a eu de belles réalisations, mais l'ensemble du rapport nous porte à croire que tout est mal.

Je suis le premier à admettre que la Commission du district fédéral est loin d'être parfaite, qu'elle est composée d'hommes et qu'avec les hommes, elle porte les imperfections des hommes.

Tout de même, on dit ici: "Pour faire remarquer à votre Comité conjoint combien la politique générale de la Commission du district fédéral est loin de plaire aux citoyens de la région de Hull et de la partie ouest de la province de Québec". Je ne suis pas prêt à admettre ce point de vue là. Il y a du mécontentement à certains points de vue, mais que ce soit une chose générale, à mon point de vue, c'est de l'exagération que l'on ne doit pas laisser passer. Il y a des choses que nous devons corriger, ou pour lesquelles nous devons demander des corrections; mais que ce soit la majorité qui soit "dissatisfaite", je ne peux pas accepter cela.

Je vois que, pour la représentation, vous dites que vous voulez un représentant de l'Union des chambres de commerce. Eh! bien, nous sommes plutôt d'avis,—pour ma part, je suis plutôt d'avis,—je ne parle pas pour la Commission, je parle pour moi-même,—je suis d'avis que les représentations devraient être plus nombreuses du côté de Québec. J'admets avec vous que nous devrions avoir une plus ample représentation. Tout de même, il faut se rappeler que c'est le Gouvernement qui fait les nominations, en tenant compte des régions et des districts, et, nécessairement, les décisions peuvent avoir une certaine répercussion sur la politique gouvernementale. C'est pourquoi je prétends que cela devrait être le Gouvernement qui fasse les nominations.

Les expropriations. J'admettrai que les expropriations du côté du Québec n'ont pas été nombreuses. Il y a eu quelques exceptions où il s'est agi de vente de gré à gré, et non pas d'expropriations. D'ailleurs, j'admets avec vous que, comme l'a dit le juge Thorson, la loi ne permet pas d'accorder entièrement justice à des gens que l'on déplace sans leur consentement, puisqu'on ne donne que la valeur réelle actuelle à ces gens qui doivent être déplacés, tandis qu'on devrait leur accorder la valeur de remplacement pour leur permettre de pouvoir construire ailleurs. Celui que l'on enlève d'un endroit doit nécessairement construire ailleurs.

Vous avez parlé du lac Harrington. Est-ce que le nom officiel est le lac Harrington, ou le lac Mousseau?—R. Personnellement, je sais qu'on l'a appelé au commencement, le lac à Mousseau, et je ne puis dire lequel des deux noms est officiel. Il faudrait faire des recherches.

Q. Est-ce qu'il y a eu des recherches de faites par l'Union des chambres de commerce de l'ouest du Québec... —R. Non.

Q. ...de faites dans les dossiers, parce que les dossiers existent depuis des centaines d'années.—R. Je me souviens que, quand j'étais petit gars, le nom officiel était le lac à Mousseau, mais il faudrait vérifier.

Q. Personne n'a fait de recherches. Dans votre rapport vous parlez de taxes et d'octrois. Je passe assez rapidement. "Nous croyons qu'il est possible de trouver une formule à cet effet, qui permettrait à ces municipalités d'avoir des octrois équivalents à 100 p. 100 des taxes perdues, octrois qui seraient en outre perpétuels et garantis". Ne vous semble-t-il pas que là on va un peu loin? Il est vrai, peut-être, qu'il y a une perte de taxes. Par contre, on accorde à la municipalité en question des parcs qui coûteraient énormément cher, et la municipalité, je crois, va tenir compte du don que la Commission fait à la municipalité. Prenez, par exemple, les parcs que nous avons à Hull. Si la municipalité avait été obligée de les construire, cela aurait exigé des capitaux considérables qu'elle n'aurait certainement pas pu se payer dans le temps où cela a été fait. Il faut tenir compte que la municipalité a reçu en retour des pertes de taxes une valeur d'embellissement qui aide énormément à la valeur des propriétés dans la ville de Hull.—R. Seulement, est-ce que, au point de vue financier, au point de vue des taxes, cela a rapporté quelque chose à la cité de Hull? Je ne le crois pas.

Q. La valeur des propriétés a toujours rapporté quelque chose aux propriétaires.—R. Cela a aidé aux individus.

Q. Cela aide aux individus.—R. Aux individus, mais...

Q. Mais, est-ce que la ville de Hull a vraiment souffert énormément de cette diminution de taxes, parce que chaque année l'évaluation a augmenté, mais les gens qui ont été déplacés se sont reconstruits pour la plupart ailleurs, et la ville reçoit des taxes, et elle a pu développer de nouveaux territoires.—R. Elle a pu développer de nouveaux territoires?

Q. Oui, la partie de Wrightville de l'autre côté de Richelieu, jusqu'au lac des Fées, est un "développement" qui s'est fait par des gens qui étaient de l'autre côté de la ville. C'est un "développement" considérable. Je comprends qu'il y a eu un "développement" naturel par surcroît, mais la ville en a certainement bénéficié, par le changement d'une évaluation, parce que l'évaluation de la ville a continuellement augmenté. Vous admettez cela?—R. Grâce à la construction.

Q. Mais la construction peut être fortement augmentée à cause de l'embellissement. Cela attire chez nous des gens qui n'auraient pas voulu venir à Hull avant, parce que le caractère de Hull ne semblait pas se prêter à certains genres de constructions, et l'embellissement par la Commission du district fédéral a aidé à faire de la ville de Hull — a certainement aidé à la venue d'une certaine population qui nous vient de l'extérieur. D'ailleurs, il faut se rendre compte qu'il y avait, jusqu'à un certain nombre d'années, une mauvaise réputation qui datait des années 1920-21-22, mais qui a disparu, et ce développement a forcé les gens à constater que, dans la ville de Hull,

il y a quelque chose de bien.—R. Mais ce que l'on entend dire, c'est que les parcs ne rapportent rien au point de vue taxes à la cité de Hull. Je serais prêt à dire, comme vous, que la ville de Hull n'a pas trop souffert en diminution de taxes, peut-être, mais cela n'a pas été de nature à lui apporter de revenus additionnels. D'ailleurs, vous savez que la cité de Hull est située sur une île, et que l'île est limitée, même de l'autre côté, dans Wrightville, dans la section que l'on appelle Wrightville; à cause de la fameuse ceinture verte, les limites de la cité de Hull sont plutôt petites.

Q. Est-ce qu'il faut blâmer la Commission du district fédéral si la cité de Hull est restée dans ses limites?—R. C'est une question d'annexion.

Q. Une partie de la municipalité de Hull-Sud faisait l'objet d'annexion, mais les représentants de cette municipalité refusaient de se laisser annexer à cause de la population, et à cause des élections; mais ils sont consentants de laisser le terrain aller à la ville de Hull aujourd'hui. Il ne faut pas blâmer la Commission du district fédéral parce qu'elle n'est pas la seule responsable.—R. Ne trouvez-vous pas que nous nous éloignons un peu de la question? Nous ne blâmons pas la Commission du district fédéral de ce côté-là. Pour revenir à cette question d'octrois, au lieu de taxes, je serais curieux de savoir combien la cité de Hull perdrait en taxes à cause des terrains expropriés, ou acquis par la Commission du district fédéral, et combien elle a reçu en octrois. Je ne crois pas qu'elle en ait reçu des octrois.

Q. Est-ce que vous avez fait des études à ce sujet-là?—R. D'après les comptes rendus dans les journaux et les rapports obtenus à l'hôtel de ville de la cité de Hull, il n'y a pas eu d'octrois, mais il y a eu des pertes de taxes à l'occasion de l'expropriation des terrains par la Commission du district fédéral.

Q. Est-ce que vous avez des chiffres qui font autorité pour dire ce que la ville a perdu et la valeur qu'elle a perdue?—R. Notre mémoire ne tend pas tellement à citer des chiffres exacts ou à faire une enquête de statistiques, c'est plutôt un mémoire qui expose des principes, des tendances, des craintes. Je vais vous poser franchement la question: Est-ce que vous, personnellement, croyez que la ville de Hull reçoit des octrois?

Q. J'ai demandé ces chiffres-là et ils vont nous être soumis, parce qu'on ne peut pas condamner la Commission avant d'avoir d'abord produit des chiffres.—R. Mais, votre sentiment personnel n'est-il pas le même que le nôtre, à savoir que la ville n'a pas reçu ce qu'elle aurait dû recevoir, ou qu'elle n'a pas perçu en taxes ce qu'elle devrait percevoir à cause de la Commission du district fédéral?

Q. Je ne suis pas prêt à l'admettre avant d'avoir étudié les chiffres, et je ne crois pas que vous soyez en mesure de le faire, à moins d'avoir étudié ces chiffres.—R. Croyez-vous les assertions de M. Lionel Marleau, rédacteur du *Droit*, lorsqu'il dit dans un certain éditorial que la ville de Hull n'a pas reçu d'octrois?

Q. Moi, je ne les crois pas.

Par M. Leduc (Gatineau):

Q. Êtes-vous au courant, monsieur Lessard, du cas de la ferme Benedict?—R. Oui.

Q. Combien cela a-t-il rapporté à la ville de Hull? La Commission du district fédéral a acheté cette ferme et a payé \$150,000, et tout le reste du terrain a été donné à la ville de Hull; si ce n'est pas un beau cadeau, \$150,000, je ne sais pas ce que c'est. Si vous voulez discuter de chiffres, parce que les assertions faites dans ce rapport sont inexactes, c'en est cousu. Le rapport Tremblay en est cousu, c'est pour cette raison-là que les chambres de commerce de l'ouest de la province se sont dissociées d'une grande partie du rapport Tremblay. A présent, vous dites que vous parlez au nom de l'Union des

chambres de commerce de l'ouest du Québec. Vous dites que c'est votre mémoire, le mémoire de votre exécutif. N'est-ce pas plutôt l'exécutif de l'Union des chambres de commerce de l'ouest du Québec qui vous a autorisé à préparer ce rapport. Au nombre des chambres de commerce qui font partie de l'Union des chambres de commerce de l'ouest du Québec, il y a celle de Maniwaki, dont je suis un des membres. Est-ce qu'elle a vu ce rapport ou ce mémoire?—R. Vous me posez réellement deux questions là; vous me demandez si c'est l'exécutif qui m'a autorisé à présenter le mémoire et si ce mémoire a été présenté aux chambres de commerce. Vous êtes encore plus au courant que moi de la façon dont les choses se passent dans les assemblées. Lorsque l'exécutif approuve une résolution, par exemple, est-ce qu'il doit la présenter à tous les membres? Pas nécessairement, n'est-ce pas?

Q. Vous présentez un mémoire qui ne reproduit pas l'opinion publique et lorsque vous dites que vous représentez l'opinion de la majorité des chambres de commerce de l'ouest du Québec, vous ne vous faites qu'une illusion.

J'ai ici une lettre de la Chambre de commerce de Hull, la plus importante Chambre de commerce de la région, n'est-ce pas?

Cher monsieur,

En réponse à votre demande de ce jour, je dois vous informer que ni notre président ni le Conseil d'Administration de la Chambre de commerce de Hull n'ont connaissance du mémoire que l'Union des chambres de commerce de l'ouest de la province de Québec a présenté au comité conjoint du Sénat et de la Chambre des communes au sujet des problèmes relatifs à la Commission du district fédéral.

Le président, le Conseil d'Administration et nos membres en ont pris connaissance par la voix des journaux.

Espérant que ces renseignements répondent à votre demande, je vous prie de me croire,

Votre tout dévoué,

J. S. GIROUX,

Directeur général.

HULL, 1^{er} juin 1956.

J'ai appelé le président de la Chambre de commerce de Maniwaki. Il ne savait pas cela du tout. Vous présentez un mémoire, ici, qui est très provocant et qui contient énormément d'inexactitudes et de faussetés, et c'est la même chose pour le mémoire que vous avez soumis à la Commission Tremblay, la même chose, exactement. Des faits faussés. Et vous dites que vous présentez ce mémoire là au nom des membres des chambres de commerce. Voulez-vous nous dire, monsieur Lessard, quelles sont les personnes de l'exécutif qui ont pris connaissance de ce mémoire, qui ont lu le mémoire?—R. A la suite de votre intervention, avant que nous puissions lire le mémoire, le 24 mai dernier, nous avons cru bon d'avoir une copie certifiée de la résolution autorisant la composition de ce mémoire, et j'ai fait préparer une réponse aux affirmations que vous avez faites ce 24 mai. Je puis lire au comité cette réponse ou lui en donner un résumé.

Le PRÉSIDENT AU FAUTEUIL: M. Lessard pourrait peut-être nous donner lecture de cette résolution qui a été adoptée. Ce serait suffisant, probablement.

Le TÉMOIN: Maintenant, comme réponse au député de Gatineau, l'exécutif a autorisé la composition de ce mémoire-là à son assemblée du 17 avril.

Par M. Leduc (Gatineau):

Q. A une assemblée de l'exécutif?—R. Oui.

Q. L'exécutif a autorisé son exécutif de préparer ce mémoire?—R. Non, le comité. Voici l'extrait des minutes: "L'Union des chambres de commerce de l'ouest du Québec.

Hull, le 30 mai 1956.

Extrait des minutes de l'Assemblée de l'exécutif de l'Union des chambres de commerce de l'ouest du Québec, tenue à l'hôtel St-Louis, rue Montcalm, Hull, le mardi 17 avril 1956 à 2.30 p.m.

Après la lecture des minutes de l'assemblée précédente, le président de l'Union fait part à l'assemblée de l'agenda qui sera suivi au cours de la réunion en cours. Le premier item à l'agenda était la question de présenter un mémoire au Comité conjoint du sénat et de la Chambre des communes, comité nommé pour étudier le travail de la C.D.F. et la poursuite du plan Gréber d'aménagement de la capitale nationale et du district de la capitale nationale du district fédéral.

Un membre de l'exécutif a informé l'assemblée du travail en cours au comité parlementaire conjoint, il a aussi rappelé que l'idée d'un mémoire à ce sujet à la Commission Tremblay avait déjà été approuvé par un congrès de l'Union, tenu à Thurso à l'automne de l'année 1953. Il a suggéré que le mémoire déjà présenté pourrait servir de base à la présentation d'un nouveau mémoire, vu que le mémoire présenté à la Commission Tremblay avait déjà reçu l'approbation d'un congrès de l'Union; toutefois, dans la rédaction du nouveau mémoire, il fut suggéré de tenir compte du mémoire que la C.D.F. vient elle-même de présenter au comité parlementaire conjoint.

Après une brève discussion, il fut résolu à l'unanimité qu'un comité spécial de cinq membres de l'Union des chambre de commerce soit nommé avec mission de préparer un mémoire, selon les données et les suggestions qui viennent d'être faites. Ce comité spécial était composé du président, du premier vice-président, du secrétaire, du trésorier et du président honoraire à vie de l'Union. Ce comité spécial a de suite annoncé qu'il se mettra à la tâche immédiatement en se donnant rendez-vous le soir même pour tracer les lignes dudit mémoire, tel qu'autorisé.

Le président de l'Union a aussi immédiatement communiqué par téléphone avec le président ou le secrétaire du comité parlementaire et a obtenu la réponse qu'un tel mémoire sera bienvenu au comité parlementaire. Copie certifiée des minutes, ce 29^e jour de mai 1956.

René Hould, secrétaire
Union des chambres de commerce
de l'ouest du Québec.

Maintenant, le soir même, nous nous sommes réunis, les cinq membres du comité, non pas M. Guertin seulement ou M. Matte seulement ou M. Hould seulement. Nous avons établi les bases du mémoire et tous les membres du comité ont contribué à mettre sur papier des notes qui devaient être insérées dans le mémoire. Maintenant, il fallait charger quelqu'un de la rédaction de ce mémoire. On m'a chargé de rédiger le mémoire. Les membres du comité ont lu mon mémoire, ils ont changé quelques mots et quelques phrases et c'est celui-là que je vous ai lu tout à l'heure. Donc, le mémoire à la Commission Tremblay n'a pas été écrit par M. Guertin, contrairement à ce que vous avez affirmé avec force le 24 mai.

Q. Vous avez rédigé le mémoire. Etes-vous avocat?—R. Non, je suis notaire.

Q. Et vous avez copié le mémoire?—R. Qui parle d'avoir copié le mémoire?

Q. Vous.—R. Je n'ai pas copié le mémoire, j'ai rédigé un mémoire.

M. CARON: C'est-à-dire que vous avez rédigé le mémoire en vous inspirant des notes?

Le TÉMOIN: Des notes qui ont été prises à cette assemblée.

Par M. Leduc (Gatineau):

Q. Mon impression, c'est que vous l'avez copié. Et vous faites une déclaration fausse. Pour moi, il y a deux menteurs, ou plutôt, il y en a un des deux qui est menteur, vous ou Oswald Parent. Et, Oswald Parent m'a avoué, vendredi dernier, qu'il n'avait jamais lu le mémoire.—R. Oswald Parent avait une copie du mémoire.

Q. Vous avez dit qu'il avait contribué à la composition du mémoire, cinq membres...—R. Il était membre du comité.

Q. M. Parent m'a dit qu'il ne savait pas ce qu'il y avait dedans.—R. Le comité est formé de cinq membres. M. Parent n'était pas présent, le soir, il avait été empêché de venir. Mais, il était présent à 8h.30 ou 8h.45. Nous avons procédé quand même à la composition du mémoire. Une fois que le mémoire a été composé et écrit, nous lui en avons remis une copie. Maintenant, l'a-t-il lu? Je ne le sais pas, je ne peux pas dire.

Q. S'il avait participé à la composition du mémoire, comment se fait-il qu'il dit qu'il ne sait pas ce qu'il y a dedans.—R. A quelle date lui avez-vous demandé cela?

Q. Je lui ai demandé le jour suivant.—R. Quatre ou cinq jours après, il avait une copie.

Le PRÉSIDENT: Nous sommes obligés d'accepter ce que nous dit M. Lessard. Il nous dit qu'il a présenté le mémoire, à la date qu'il a mentionnée, à l'Union des chambres de commerce de l'ouest du Québec.

M. LEDUC (Gatineau): Pour vous prouver que ce rapport là contient des faussetés, je vais vous lire la traduction d'un passage du mémoire à la Commission Tremblay. Je vais vous lire un passage relatif au *Green Belt*. J'ai fait faire une traduction de ce passage-là.

This is just to prove that there are many things that are inexact, false and misleading. I am taking just one article in this report. L'Union des chambres de commerce de l'ouest de la province de Québec presented a memoire to La Commission Royale. It dealt with the Greenbelt.

M. LEDUC (Gatineau): Vous décrivez cela à la page 48.

5. Un corset d'arbres.

To add to our distress, they went further. The Gatineau Park starts inside the territory of the city of Hull and is directed toward the north-west increasing in width as it reaches the mountain. Then, on each side of the park, at the foot of the mountain, going both west and east, starting from the north-western corner of our city, they established what is called the Greenbelt, a strip of land of around two miles, reserved for trees and lawns that no construction can violate. This group of trees stifles the city of Hull in its present territory of 4,000 acres, preventing any extension, except by amalgamation to the village of Gatineau Point or the town of Gatineau on the east side, and by annexation of the southern part, along the Ottawa river of the territory of the municipality of Hull south.

They proceeded differently in Ottawa. Before settling the Greenbelt, they enlarged the city's territory by the annexation of 24,000 acres, all inside the Greenbelt. The Central Mortgage and Housing Corpora-

tion, by the admission of one of its officers, was refusing lately to finance the construction of 1,000 homes just outside the limits of Hull, because the project was located in this Greenbelt which is intended to be the pride of Hull but which will be the claw that stifles all progress.

So you see, there are similar statements in this report and we all know what the facts are.

M. GUERTIN: Quelle est la partie fausse dans cette lecture que vous venez de faire?

M. LEDUC (*Gatineau*): Lorsque vous déclarez, M. Guertin, que dans le *Green Belt*, il ne peut y avoir aucune construction. Mais, vous savez que dans le *Green Belt*, on peut construire des sanatoriums, des hôpitaux, des institutions religieuses, etc. On permet de construire de petites industries légères qui ne couvrent pas plus de 5 ou 10 acres. On permet la construction de différents édifices servant à l'éducation.

M. CARON: Il y a quelque chose qui n'est pas exact là-dedans.

M. LEDUC: Vous dites que dans la ville d'Ottawa, on fait de l'expropriation...

M. GUERTIN: Un instant, s'il vous plaît, vous avez parlé d'une fausseté. Je ne puis répondre qu'à une chose à la fois. Il est évident que dans l'esprit du rapport, lorsqu'il s'agit de "développement", on parle du "développement" ordinaire d'une ville; par conséquent, on parle de construction domiciliaire. A cette époque là un article à paru dans un journal local, avec titre sur 8 colonnes, disant qu'un projet de 1,000 maisons avait été rejeté dans la ville de Hull, à la demande de la Commission du district fédéral et expliquant, plus bas, que c'était parce qu'il se trouvait dans la fameuse ceinture verte. Je ne vois donc pas de fausseté, là. Nous n'avons pas les moyens de contrôler tous les faits. Nous ramassons notre matériel là où nous pouvons le trouver et la meilleure source d'information à notre disposition, c'est encore les journaux. Et cela n'a jamais été démenti, que je sache.

M. CARON: Je crois, M. Leduc, qu'il y a encore peut-être une autre raison. Si l'on ne l'avait pas permis, c'est que l'on ne pouvait pas avoir de services dans cette partie. C'est plutôt le manque de services que l'idée de ne pas permettre de bâtir dans la ceinture verte.

M. GUERTIN: Je peux vous lire un passage si le comité a le temps.

M. CARON: Je crois que même du côté de l'Ontario, certains projets de construction ont été arrêtés à cause du manque de services.

M. GUERTIN: Voici le passage que je veux vous lire:

M. Pierre Raby, gérant du bureau local de la Société centrale, a déclaré, en réponse à une question d'un journaliste du *Droit*, que "l'emplacement où le Logement de Hull projetait d'ériger 1,000 maisons, était réservé à d'autres fins, suivant le plan d'aménagement de la capitale nationale.

M. CARON: Oui, mais je me rappelle que dans le temps, la Commission du district fédéral avait offert d'en permettre la construction un peu plus loin, à cause de certains projets dans cette partie là, mais le Logement de Hull avait refusé cela, non pas à cause de la ceinture verte, mais à cause de l'endroit spécifique dans la ceinture verte. On avait demandé de déplacer ce projet, puis, on a prétendu que cela coûterait énormément plus cher là-bas qu'à l'endroit choisi, que c'était près du chemin de la montagne, etc. Mais ce n'était pas à cause de la ceinture verte proprement dite, mais parce que ce projet aurait été bâti dans un endroit spécifique de la ceinture verte.

Le TÉMOIN: Ce projet de bâtir était venu à la suite du plan comportant la ceinture verte.

M. CARON: Non. La ceinture verte n'en était pas la raison; c'était plutôt parce que la Commission avait réservé cet endroit pour autre chose, mais je ne me rappelle pas très bien les détails. Mais, dans le temps, on avait offert de déplacer l'affaire, de mettre ce projet dans une autre partie qui aurait été, cependant, encore dans la ceinture verte; cet endroit était tout simplement plus au sud.

M. GUERTIN: Et probablement un endroit que les promoteurs ne pouvaient pas acheter.

M. CARON: On ne pouvait pas permettre qu'un projet porte sur un endroit spécifique ou sur un site réservé à autre chose. Par exemple, ce site, selon les grandes lignes du plan général du district fédéral, un tel projet ou plutôt un tel site ne pouvait être consacré à la construction de maisons. La même chose se produit du côté de l'Ontario. D'ailleurs, on a refusé à certaines compagnies le droit de bâtir ici, mais on leur a permis de bâtir là. Dans la ceinture verte, il y a quelques endroits qui sont réservés dans tel endroit, telles choses sont permises, dans d'autres endroits, telles autres choses. C'est selon un plan logique. Toutefois, ceci n'est pas général. Mais vous, vous prenez un cas particulier et vous le généralisez.

Le TÉMOIN: Et le résultat de cela, c'est que dans la ceinture verte, aucun projet ne pourrait être réalisé.

M. CARON: Il ne faut pas perdre de vue l'importance du plan lui-même. C'est ce qu'il ne faut pas oublier. Il ne faut pas tout jeter sur les épaules de la ceinture verte.

M. GUERTIN: Mon intervention n'était que pour répondre aux affirmations du député de Gatineau. Il disait qu'il y avait des faussetés dans toute cette affaire-là. Je ne vois rien de faux dans ce qu'il y a d'écrit là. Nous reconnaissons les difficultés de la Commission du district fédéral et nous comprenons fort bien son but. Je ne suis pas intervenu pour justifier ou condamner l'œuvre de la Commission du district fédéral, mais simplement pour dire, d'après les renseignements versés dans le public, que la ceinture verte est la cause que ce projet de 1,000 maisons ne fut pas réalisé. Je crois qu'à cette époque-là, la Commission du district fédéral aurait dû tenir compte de l'opinion publique et qu'elle aurait dû faire une mise au point, car nous étions induits en erreur.

M. CARON: Peut-être que dans le temps, elle aurait pu donner ses raisons et qu'une mise au point aurait dû être faite. Mais, ce n'est pas à cause de la ceinture verte en général, mais parce que c'était un point particulier de la ceinture verte. Vous voulez tout simplement établir que ce rapport-là n'est pas exact, vous l'avez pris là, mais il n'est pas exact. Je ne vous blâme pas d'avoir été induit en erreur, mais, tout de même, il importe de rétablir les faits.

M. GUERTIN: La ceinture verte touche à un point au nord-est de la cité de Hull, pour tourner ensuite vers l'est où il y a un corset d'arbres qui empêche le "développement" normal dans cette partie-là. Nous ne pouvons prendre d'expansion que du côté d'Aylmer et de la Gatineau, et c'est d'ailleurs ce que dit le rapport Tremblay.

M. CARON: Le plan Gréber prévoit une ceinture verte pour plusieurs raisons d'ordre pratique. Par exemple, les arbres ont pour valeur pratique d'absorber certains gaz nocifs qui sont dégagés dans l'air par les industries. S'il y a beaucoup d'arbres, la population en souffre moins que s'il n'y a pas d'arbres, et c'est un des points particuliers de la ceinture verte comprise dans le plan Gréber, et en même temps il faut admettre que certaines...

M. GUERTIN: Si vous me permettez encore un mot, monsieur Caron. Il ne faut jamais prendre une partie du contexte seulement, parce qu'on est

induit en erreur par la suite. Le but était de dire qu'il y a des dangers pour la cité de Hull et de signaler un de ces dangers. Si l'on applique le principe de la ceinture verte d'une façon trop sévère, tout le "développement" dans cette direction-là est arrêté, et nous ne sommes pas ici pour souscrire au ou refuser le principe de la ceinture verte, mais nous croyons que la cité de Hull souffre dans son expansion naturelle, par l'installation de cette ceinture verte.

M. CARON: La cité de Hull n'a pas souffert dans le cas des 1,000 maisons, parce que c'était entièrement dans les limites de la municipalité de Hull-Sud, ce n'était pas dans la ville de Hull, et dans le temps, la municipalité de Hull-Sud s'opposait carrément à l'annexion. Conséquemment, la ville de Hull n'en a pas souffert. Peut-être que d'autres parties auraient pu en souffrir, mais je crois que cela aurait plutôt un avantage pour la ville de Hull...

M. GUERTIN: Situation temporaire...

M. CARON: Situation temporaire, oui...

M. GUERTIN: Elle a refusé l'annexion à ce moment-là, mais y sera-t-elle toujours opposée? Vous avez dit vous-même qu'elle changera...

M. CARON: Cela va changer à cause du principe, du travail qui se fait autour, mais tout de même, ce qui peut changer du côté de Hull-Sud peut également évoluer du côté de Hull, et dans l'exécution du plan de la Commission du district fédéral, ce grand plan n'est pas immuable, parce qu'un projet qui doit se bâtir sur une période de 50 ans va certainement changer, et c'est pour cela qu'on ne peut pas l'approuver ni le condamner d'une façon intégrale.

Je suis un de ceux qui prétendent qu'il y a des vérités qui méritent d'être mentionnées là-dedans. De plus, j'approuve certaines parties de votre rapport, mais il y en a d'autres que je trouve un peu exagérées.

M. GUERTIN: Sans doute. Si l'on me permet encore quelques mots, le député de Gatineau s'en prend surtout à ce mémoire Tremblay duquel je suis l'auteur de la rédaction, en collaboration avec d'autres, et ce que je demande la permission de dire est ceci: voici une commission gouvernementale nommée par une autorité publique pour enquêter sur les relations fédérales-provinciales, municipales et scolaires. Alors, il s'agissait de faire une étude approfondie dans ce domaine-là. L'Union des chambres de commerce de l'ouest du Québec, à cause de sa situation particulière, a cru qu'il était bon d'exposer la situation faite à la région de l'ouest du Québec par la Commission du district fédéral, son existence et son organisation, et croyant qu'il y avait là de graves dangers pour l'autonomie de notre région, l'Union a cru bon devoir signaler tous ces dangers-là, et le mémoire s'inspire de cela du commencement à la fin; il ne s'agit pas de démontrer quelles sont les bonnes choses faites par la Commission, parce qu'il y en a eu d'excellentes, je vous l'affirme, mais surtout indiquer les dangers pour nous, les souligner particulièrement. Au fait, pour s'en rendre compte, on n'a qu'à lire à la fin...

M. CARON: Me permettriez-vous de dire un mot?

M. GUERTIN: Oui.

M. CARON: Nous n'en sommes pas à discuter le rapport soumis à la Commission Tremblay, parce que cela nous mènerait probablement trop loin et aussi parce que je diffère passablement de vue avec vous sur certaines parties de votre rapport. J'aimerais mieux qu'on s'en tienne à la Commission du district fédéral.

M. GUERTIN: On a dit qu'une partie du mémoire Tremblay était une fausseté. Il faut nous permettre de prouver que ce n'est pas une fausseté.

Senator CONNOLLY (*Ottawa West*): Mr. Chairman, in the translation of the brief, which has been presented to you this morning, it states "that the commission"—by which it means the Federal District Commission—"should make it its historical and national duty not to 'debaptize' what history, custom, language, and association has consecrated and baptized." Then, further down, "But Harrington lake, because of what was said above, ought to be called lac Mousseau or lac a Mousseau."

I think that lake has been called Mousseau by many people for many years. Also the name Harrington has been used. I wonder whether someone from the Federal District Commission might clear up the point here and now. My understanding is that they were not responsible for any change of name.

The PRESIDING CHAIRMAN: Mr. Kennedy, can you give us some information on this point?

Major General HOWARD KENNEDY (Chairman, Federal District Commission): As I understand it, the Department of Resources and Development prepared the map, and there is a group who allot names to the lakes. I can assure you that the Federal District Commission has nothing whatever to do with the naming of lakes. That has all been checked with the Board of Geographic Names.

The PRESIDING CHAIRMAN: In the province of Quebec we have what we call the Geographical Society which decides on the names of townships, lakes, rivers, and any other topographical points. This question of the name of that lake in the Gatineau park, I think, should be submitted to that society in Quebec to find out which is the correct name, because if the name Harrington was given to it I have the idea that perhaps this Geographical Society had something to do with it. I believe that the Federal District Commission could probably get in touch with the Geographical Society in Quebec to find out which is the correct name of the lake.

Major-General KENNEDY: We have been in touch with the geographical board and it has been discussed. I can also say that I believe that Mousseau was the name. This is a name which had been allotted to the lake by the geographical board and we only accept those names which are on the maps and have nothing to do with it, nor have we any objection to its being changed back to Mousseau.

The PRESIDING CHAIRMAN: The suggestion can be made to the society that the former name, Mousseau, replace the name Harrington.

Mr. CARON: When I asked the question as to whether it was the official name, that was because I did not know. I do know that when we were kids we used to go to Meach lake, Mousseau and Philippe. I never knew whether it was the official name or just that it went by that name because of the fact that there was a Mousseau family living around there.

Senator CONNOLLY (*Ottawa West*): There were letters in the press about this a year or so ago in argument as to which was the original name. I do not think that it was ever determined. Perhaps it has been determined finally. In any event, it was not the Federal District Commission who did it.

Mr. CARON: No, you cannot blame it on the Federal District Commission.

The PRESIDING CHAIRMAN: Gentlemen, we have heard L'Union des chambres de commerce de l'ouest de la Province de Québec. Their report may be critical but, as the witness, Mr. Lessard said, they want the criticism to be constructive. We will certainly take note of some of the recommendations which are made in this report. We are glad to hear both sides of the questions.

I wish to thank the officers of the L'Union des chambres de commerce de l'ouest de la Province de Québec who have come here this morning to present their brief.

I was told by the clerk that, for the last part of the meeting we did not have a quorum; we had a quorum for most of the meeting. We may now adjourn to the call of the chair.

Just a moment, gentlemen, Mr. Lessard wishes to say a few words.

Le TÉMOIN: Monsieur le président, je vous remercie sincèrement, ainsi que tous les membres du comité, de nous avoir entendus.

Je voudrais tout simplement noter que de tous les membres qui nous ont posé des questions, seulement le député de Gatineau a toujours dit que c'était tout cousu de faussetés, et le simple fait d'affirmer cela ne prouve pas grand chose.

Nous remercions tout particulièrement M. le député de Hull, M. Caron, de la façon dont il nous a questionnés et traités.

The committee adjourned.

The following is the English translation of the Proceedings conducted in French on this date.

The Presiding CHAIRMAN: Gentlemen, we now have a quorum and the officers of l'Union des Chambres de Commerce de l'Ouest du Quebec have been good enough to come here to continue the study of the brief which was submitted to the Committee on Thursday, May 24, 1956. We have with us this morning Dr. Joseph Matte, vice-president of l'Union des Chambres de Commerce de l'Ouest du Quebec, Mr. Aimé Guertin, honorary president, Mr. Georges Lessard, notary public, treasurer, and Mr. René Hould, secretary.

Mr. Georges Lessard has kindly consented to read us this brief and he will be the principal witness.

Mr. Georges Lessard, notary public, (treasurer of l'Union des Chambres de Commerce de l'Ouest du Quebec), called.

The WITNESS: Thank you, Mr. Chairman.

To the Joint Committee of the Senate and House of Commons.

Mr. Chairman, Gentlemen,

On January 29, 1954, the Tremblay Commission (Royal Commission on constitutional problems of the Province of Quebec), sat in Hull and the Union des Chambres de Commerce of Western Quebec submitted to that Commission a very important brief on the repercussions of the Federal District Commission's projects on the Hull region. This brief was presented by Mr. Aime Guertin, honorary life chairman of that body, which groups together 20 Chambers of Commerce representing localities which are all situated in Western Quebec.

Your Joint Committee is willing to hear those who wish to present their views to you for and/or against the brief presented to you by the Federal District Commission. That is a tangible gesture of democracy rightly understood and the Union des Chambres de Commerce of Western Quebec, duly authorized at its last executive meeting, wishes to take this opportunity to submit to you in its turn some views on the brief presented by this Federal District Commission.

At the very outset, we wish to affirm here that our brief to the Tremblay Commission forms the basis of this brief. On reading it, you will find that, both in principle and in action, we touch on all aspects relating to those two items of the Federal District and the Hull region or western part of Quebec affected by this famous Federal District on the one hand, and on the other hand, to the various relationships bringing those two into conflict. Consequently, the required number of copies of that brief are hereby presented to you to comprise an integral part of the brief we are now submitting to you.

In our opinion, this brief presented to the Tremblay Commission is so complete that there is practically nothing new to be added, except our remarks about the conclusions of the report submitted by the Federal District Commission. And we should not forget either our repeated insistence in pointing out to your Joint Committee how far the Federal District Commission's general policy falls short of pleasing the citizens of the Hull area and the western part of the Province of Quebec. Far be it from us to completely reject the idea of a Federal District. It is the actual application of that idea which we discussed, as you will find.

So here, then, as a sort of appendix to our above-mentioned brief (we repeat, it is complete enough in itself), are a few important points which we venture to draw to your sympathetic attention and disinterested consideration:

1.—*Composition of the Commission*.—This Commission comprises 20 persons, 3 of whom are from Quebec, and of those 3 persons, 2 are from the City of Hull. As for the planning committee, there are 11 persons on it, only one of them from Quebec. The officers of the Commission, the executive so to speak, are 9 in number and only one is a French-Canadian. Now if we take into account the fact that, of the 900 square miles covered by the Federal District, some 536 square miles are in the Province of Quebec, it is plain that the share given to French-Canadians is, let's say it, disappointing! . . . And this is taking into account the number of representatives on the executive from provinces which are mostly English. About a third of these people should be French-Canadian. And do not tell us that it is not a case here of checking into the racial origin of the persons in question. There are enough competent people among the French-Canadians to satisfy the requirements of the Federal District. Moreover, let us make it clear here and now that there should be a greater representation of officials from the City of Hull and Western Quebec. It is inconceivable that the City of Hull should have only one representative on the Commission and that Western Quebec should have none. Certain organizations, to get around the fact that we have only one representative for Hull, would like that representative to be able to delegate his alternate. We go farther than they and say that there should be at least two representatives for the City of Hull. As for Western Quebec, well, the Quebec representative should be a resident of that part of the Province and a regulation to that effect should be passed by the Commission. But in any case, would it not be still better and much fairer to include several residents of Western Quebec, say one English Canadian and two French Canadians, in addition to our province's representative? Finally, should there not be a representative from *l'Union des Chambres de Commerce* of Western Quebec on the Federal District Commission? Our group is the most representative of the area with regard to territory covered, the municipalities comprising it and the influential citizens belonging to it, whether English-Canadian or French Canadian!

2.—*Expropriation*.—(a) The Commission's report asks for the power to expropriate without previously obtaining the owner's refusal to sell. We are categorically opposed to this measure. Expropriation is rightfully severe and out of the ordinary. Every dilatory measure should be in favour of the owner, in order that he should not be disturbed morally and physically in too abrupt a manner in his right of ownership. There are already enough measures or laws which encroach on the right of the property owner or on individual freedom, on the pretext, correct most of the time of course, that they are for the common good. We must not make it too easy for bodies entrusted with the task of beautification only to take the public good into their own hands.

(b) The Ottawa Citizen of March 6, 1954, commented on a decision of the Supreme Court which had harsh words to say concerning a decision of the Exchequer Court on a case of expropriation. But his Honour Judge Thorson, feeling that he was being attacked, defended himself by recommending a statutory definition of the word "value", a word or concept which should be based particularly on the present replacement value instead of the market or depreciated value. And the Honourable Judge was entirely right. He could only apply the law as is done or interpreted at present. Therefore, the recommendation of the learned Judge should be acted upon.

3.—*Respect For Our Language*.—First of all, we would like to congratulate the Federal District Commission for the naming of the *Lac des Fees* in French. However, we should like to see it persist in maintaining that nomenclature at

all times and always when referring to it officially, for we notice that its report speaks rather frequently of "Fairy Lake". How difficult it is, I might say, to get the famous "British fair play" applied in this sphere. What a lot could be said on that subject! Only today Major-General Kennedy stated to your Joint Committee that he would "finally" do justice to the bilingual character of the country "if your Committee so recommends". A specious reply and an unthinkable one from an official of a bilingual country! It is fitting here to congratulate members of Parliament Alexis Caron, Jean Richard and Omer Gour, for their attitude in this regard. Major-General Kennedy, according to the newspapers, stated that he "would be happy to prepare bilingual signs if your Committee so recommends". We would prefer that he would make it his business to respect our bilingual character. The fact of being happy or unhappy is immaterial! Advertising, signs, publicity, notices, etc., should all be strictly bilingual. And not only bilingual, in fact, some time in the future, but bilingual all at once, if we might say so; everything should be bilingual at the same time. Take the case of the present report submitted by the Federal District Commission. It is almost certain that the report in French was not published or distributed at the same time as the English report, if perchance it has yet been made or distributed. In any case, we have had to be satisfied with the report in English.

On this matter of the French language, there is another important point to be considered. It has to do with the naming of parks, look-outs, lakes, etc., and while we are on that subject, let us say at once that the Commission should make it its historical and national duty not to "debaptize" what history, custom, language, and association has consecrated and baptized. And here, we take up cudgels at the same time for English names. Thus we see that Meach Lake should remain Meach Lake. But Harrington Lake, because of what was said above, ought to be called *lac Mousseau* or *lac a Mousseau*. The following suggestion would be worth considering, in our opinion: three-quarters of the names should be in French, as far as names on the Quebec side are concerned and the other quarter would be in English. And the proportion would be same, in reverse, for the Province of Ontario. In any case, if we wish to retain the bilingual character of the area covered by the Federal District Commission, we must begin by respecting the original names better than it has been done until now. Note well that our movement is not composed solely of French Canadians. But we know that the English Canadian belonging to our Union also deplore the fate which has befallen the bilingual character of the country within the Federal District Commission.

4. *Taxes and Grants*—It is a known fact that the Federal District Commission does not pay taxes. Whether it be a coincidence or a consequence of our brief presented to the Tremblay Commission, grants are paid to the municipalities concerned to give some slight compensation for the loss of taxes and it is quite clear that those municipalities are none too happy about such a situation. Those grants are really insufficient, representing a tiny proportion of the taxes which would otherwise be collected. Moreover, what becomes of the lost taxes for the years prior to 1951? And in actual fact, has the City of Hull received such grants? In any case, would it not be advisable to completely alter the situation brought in which the municipalities situated in the Federal District territory have been placed and to adopt a fair policy with regard to them, one that is equitable and profitable for those municipalities and which in the long run would be, though indirectly, for the benefit of the Federal District Commission? We believe it is possible to find such a formula which would allow those municipalities to receive grants equivalent to 100% of the taxes lost, grants which would, moreover, be guaranteed in perpetuity. That can be left to the specialists. Not only should the municipalities in question see to the happy settlement of this important financial problem, but the Federal

District Commission itself is or should be interested in taking the part of the municipalities. Mr. Lionel Marleau, editor of *Le Droit*, stated that he was "surprised to hear that the City of Hull would receive more from the Federal Government under present legislation if it took the trouble to apply for it by filling out the required forms". It is unusual for a municipality to lose large sums of money in this way because of a failure to comply with formalities.

This Commission or this Committee should enlighten the leaders of our municipalities concerning this. Better still, such legislation ought to be so framed that the municipalities cannot lose those sums so needlessly. Finally, we would say that it should not be up to the municipalities to beg for those sums of money, but rather it should be up to the higher authorities to grant them those sums.

5. *Urgent Projects.* The Federal District Commission has accomplished some fine things to date. However, some more important projects should have priority over the creation of parks, look-outs, driveways, etc. Thus we find that the most urgent project of all is probably the construction of bridges between the Province of Quebec and Ontario, particularly near the Parliament Buildings, and bridges between Britannia and Deschenes and between Pointe-Gatineau and Rockcliffe. All the organizations and citizens of Hull continually demand extra bridges between the Hull and Ottawa areas. We have the impression that too often the Federal District Commission puts the cart before the horse. To cite another example, the Federal District Commission does not seem to show much concern for Civil Defence. The regulations of pollution of the water in the Ottawa River is another of these urgent problems. For the capital of the country, for the territory under the jurisdiction of the Federal District Commission, it seems to us that that is a project of prime importance. In short, the really basic projects have not been carried out or decided on. Oh, we know that most of these projects involve the co-operation, sometimes the contribution and often the consent of the municipalities and/or provinces concerned. That is not easy, but that is all the more reason to have those projects carried out before everything else. And that will even be of great help to the Federal District Commission in bringing about a definite, decided, determined and satisfactory attitude on the part of the municipalities and the Provinces of Quebec and Ontario as well as the Federal Government itself. The rest would accrue, for example, the creation of parks, driveways, look-outs, etc. Too often it seems to us that this Commission is putting the frosting on a cake that is not quite baked.

6. *Constitutional Aspects.* Certain members of Parliament and certain Senators advocate the creation of a homogeneous and autonomous Federal District and some organizations, groups, government officials and citizens are self-appointed propagandists for it. Even a certain bureaucracy, it seems to us, appears to have decided that this Federal District will be achieved in that way. Should not the Federal Government silence that bureaucracy and those agents or propagandists and officially adopt the principle of a Federal District with regard to architecture only? We are fully aware that reassuring words have been uttered to that effect, particularly by the Prime Minister of Canada. But in addition to adopting a policy, the Federal Government should specify in greater detail the application of that policy to the facts themselves; most particularly it should see that the Federal District Commission vigorously applies the standards set up by the higher authority.

In its report, the Commission, asks for the power to define the boundaries of the lands adjacent to the Federal District Commission territory and it would even like to have the power to alter and change them if necessary. There is nothing to prevent the Commission suggesting, even by means of geographical maps, the territory which should come under the Federal District Commission.

But even there we must be very careful. This Commission should not be given powers which will permit it, in short, to determine that territory itself or to change its extent at will. That would be going too far. That request of the Commission should be restrictively and cautiously defined. Moreover, that request is too vague, too imprecise and leaves the door open to too many varied interpretations.

7. *Excessive Demands*—The Commission requests the power to acquire property up to \$50,000 in value without having to obtain the prior consent of the Governor in Council; the present limit is \$5,000. It would also like to dispense with that consent to dispose of real property on its own to a value not exceeding \$10,000. Finally, it wishes to have the power to acquire and hold surplus real estate and to sell it after the value has been increased as the result of an improvement project. Well, those are excessive demands, especially the last one. The Commission already has too great a tendency to act without corresponding direct responsibility to the citizens in order that it might in that way increase its powers. As far as the last request is concerned, your Committee should not allow the Commission to speculate at all. Any appreciation in real estate value caused by the beautification of our territories, should accrue to the benefit of the citizen-owners themselves.

Bearing in mind our inflationary times, we would approve at the very outside of doubling the present amount in the case of the first two requests mentioned above.

8. *Propaganda*—The Federal District Commission's propaganda is far from reassuring. Rather it betrays the impression that it is an autonomous Federal District from every point of view. Now it seems to us that it would be more satisfactory and easier to achieve such a district only from the standpoints of town planning, landscaping, architecture and external appearances. There is no need for us to create such a district along the lines of the one in the United States. Oh, we know that sometimes declarations are made to the effect that no such things are contemplated. But we are frightened by other policies statements to the effect that the unified Federal District (political, constitutional, governmental and autonomous) must inevitably come into being. Time means nothing to the champions of that theory. Now, we would like to have a definite statement of policy regarding this by the Commission, one way or the other. In that way, we would know once and for all what to expect.

9. *Consultation of Those Concerned*—We feel that the parties concerned are not sufficiently consulted about the Commission's projects. The Municipal and Provincial Governments, and sometimes the Federal Governments ought to be most often the decisive parties. For example, if the Commission "decides" to create a park in the City of Hull, the city should be the one which "decides" in the final analysis! Is that too much to ask, perhaps? No, not if we are anxious for everyone to preserve their autonomy and freedom.

10. *Miscellaneous*—Here are a few points we should like to bring to your kind-attention:—

(a) As for the creation of parks, driveways, look-outs, etc., would it not be advisable to provide for the building of hostleries, inns, dining rooms, etc., worthy of those surroundings? For example, would it not be necessary as soon as possible to build a hotel at St.-Cecile de Masham in the very centre of Gatineau Park? Canadian citizens and tourists would greatly benefit thereby. Would it not also be advisable for the numerous lakes situated in the territory of Gatineau Park to be organized and stocked with trout so that a large section of our population might enjoy their favourite sport?

(b) We reiterate, because of its importance, our surprise in finding no mention of additional bridges between Hull and Ottawa in the Commission's report!

(c) We have noticed that the Royal Canadian Mounted Police patrol the Federal District driveways and Gatineau Park in the Province of Quebec. Obviously, that gives style and tone to the district. But do you not find that it is humiliating, nay, "maddening" to be patrolled by people who do not speak our language? If at least, those persons were all bilingual and used either of the two official languages as required, that would be a lesser evil. Our roads, our heritage, our patrimony, the whole roads system under the control of the Federal District Commission is patrolled by that police. Could there not be a revision of the Commission's policy regarding that? There is nothing to prevent the Commission from setting up a uniform system for traffic, but the municipal or provincial police authorities as the case may be, ought to be the bodies entrusted with the application of the traffic laws and given powers to that effect.

(d) Moreover, that name of "Federal District" lends itself to confusion! It was Mr. Clement Brown, editor of *Le Droit*, (January 1956), who stated that the name should be "National Capital Commission". If the Federal Government changed that name accordingly, that would be the best proof that it does not want a politically autonomous Federal District but merely a National Capital that is beautiful, attractive and worthy of Canada. For that is the underlying aim of the whole affair. There is no need to integrate the territory concerned into a sort of 11th Province!!! In any case, we entirely endorse the name suggested by Mr. Brown.

(e) The report mentions that the Commission avails itself of the services of real estate agents for its transactions. We protest against that statement. We do not think that the real estate agents of Hull or West of Quebec have been sought out by the Commission for their professional services. That should be looked into and appropriate action should be taken. Moreover, we feel that the Commission should pay for the correction of the deeds of lands which it acquires, knowing that most of the time the seller is not very well off and that the extra expenses entailed would not unduly burden the Commission's budget. Furthermore, we wonder whether all the notaries or lawyers, at least those in the Hull region, have been asked to render professional services for the Commission. What criterion is used by the Commission to choose this or that lawyer? No discrimination, direct or indirect, should exist in this field, except that of professional competence and experience, as the case may be.

(f) The role assigned to the City of Hull and the Hull area with regard to Federal buildings is truly pathetic! We have the National Printing Bureau. Big deal! The Federal Government should build at least 10 federal buildings to house its departments on this side of the river, since they would thus be closer to the Parliament Buildings proper than on any other Ontario site. Moreover, we mentioned 10, if not more, because if a whole string of federal buildings border on the Ontario side of the Ottawa River, another string of similar buildings should match them on the Quebec side. Does the Federal District Commission mean to say that all or nearly all of the federal buildings must necessarily be on the Ontario side? If the Federal District is homogeneous, and has only a single purpose, why this discrimination? It is the duty of the Department of Public Works and this Commission to revise their policy with regard to this.

(g) The Commission should also provide more roads suitable for trade and industry.

In that connection, we must state that the area allotted to industry in the Hull region is definitely insufficient and is prejudicial to the very well-being and the complete development of this region. Scarcely 1,584 acres, of which

109 acres are for the city itself, are allotted to this region. The Ottawa area, however, will have 5,012 acres for industry! That is a very important aspect for us in the Hull district; in the propaganda in favour of the Federal District, its apologists vie with one another in telling us that we are privileged to be able to live within that district. The Federal Government has become the owner of one-quarter (if not more) of the area of Hull and two-thirds of the village St.-Cecile de Masham. The economy of the whole region is upset, paralyzed, and who knows whether before long, perhaps, the way of life for us all will be altered and transformed. Those are not very comforting factors for us, you will admit!

(h) Some of the ideas advanced in the Federal District Commission's report alarm us, and rightly so. Here is a single example on page 20, at the very bottom, the word says that "The Ottawa-Hull area is treated as one physical, social and economic whole"!

(i) Although this Federal District Commission is not concerned directly with the carrying out of family housing projects, it is only fair that it should use its influence for the building of such projects in greater numbers on the Quebec side, as well as for the building of private residences by the citizens themselves; this could be done through the obtaining of mortgage loans from the Central Mortgage and Housing Corporation and private companies. For example, out of 1,830 houses built for veterans, only 275 were built in our province. Would it not be the business of this Commission, as far as possible, to promote that type of building? If the Federal District is to exist on both sides of the river, the Commission would not want, cannot want to make a residential and industrial district on the Ontario side and merely an expanse of parks and driveways on the Quebec side.

(j) In the Province of Ontario, the property owner whose land has been expropriated enjoys a privilege which is not granted to the Quebec property owner. Indeed, if payment is delayed without it being the fault of the property owner, he receives interest after 90 days (see report, pages 65 and 66). The report states that such a measure is being brought about in Quebec. But there again, why settle the question for Ontario first and wait when it comes to our province? What would the people of Ontario say if the Commission acted in the opposite sense? If there is a technical or legal difficulty, and we do not see how there can be such a difficulty, why not put such a measure into force at the same time in both provinces?

We bring this brief to a close, expressing the hope that we shall one day have a National Capital unrivalled in the whole world. That means that we are far from being against the very idea of having a harmonious and beautiful capital with architecture that is unique in the world, both by virtue of natural beauties and the work of man. Certainly we criticize many trends, many principles of the Commission governing the Capital and the capital district. This Commission has some magnificent accomplishments to its credit. But this brief, not being intended to emphasize those accomplishments, but rather to indicate what we do not like about this commission, sets forth in a fashion that we intend to be constructive, some criticism which we submit for your study. The newspapers these days are reporting opinions, statements and proceedings which amply justify our criticisms and our fears. Certain personages or certain groups even go so far as to demand the creation of a "true" Federal District. We strongly protest against those tendencies, those principles and we endorse whole-heartedly the attitude of the City of Hull

and of Ottawa, (for the City of Ottawa is far from being sold on this idea), as well as the attitude of all the other groups or organizations who, like ourselves, do not want an autonomous Federal District which is more or less a carbon copy of that in the United States.

L'UNION DES CHAMBRES DE COMMERCE DE L'OUEST DE LA PROVINCE DE QUEBEC

By Mr. Caron:

I will admit that there are in this report some great truths. I regret, however, that those truths were presented in a somewhat negative, rather than a positive way. Special attention is paid to the gaps which exist and this may often leave people with the impression that everything the Commission does is wrong. I do see that in some part you say that there have been some fine achievements, but the report as a whole leads us to believe that everything is wrong.

I am the first to admit that the Federal District Commission is far from perfect, that it is composed of men and as such it has the imperfections of men.

Nevertheless, it says here: "In pointing out to your Joint Committee how far the Federal District Commission's general policy falls short of pleasing the citizens of the Hull area and the western part of the Province of Quebec." I am not prepared to accept that point of view. There is some dissatisfaction from certain standpoints, but in my opinion it is an exaggeration to say that it is general; such an exaggeration should not be allowed to pass unchallenged. There are some things which we must correct, or which we must ask to have corrected; but the idea that the majority is "dissatisfied", that I cannot accept.

With regard to representation, I see that you say you want a representative from *l'Union des Chambres de Commerce*. Well, we are rather of the opinion—for my part, I am rather of the opinion—I am not speaking for the Commission, I am speaking for myself—I am of the opinion that there should be greater representation from the Quebec side. I admit with you that we ought to have fuller representation. Nevertheless, it must be borne in mind that it is the Government who make the appointments, taking into account the areas and districts and of necessity their decisions may have certain effects on government policy. That is why I hold that it should be the Government which makes the appointments.

Expropriations. I will admit that expropriations on the Quebec side have not been numerous. There had been some exceptions, where it has been a case of sale by mutual agreement and not of expropriations. Moreover, I admit with you that, as Mr. Justice Thorson said, the law does not make it possible to give full justice to the people who are moved without their consent, since only the actual current value is given to those persons who must be moved, whereas they should be granted the replacement value to enable them to build elsewhere. A person who is removed from a place must of necessity build elsewhere.

Q. You spoke of Harrington Lake. Is the official name Harrington Lake or lac Mousseau?—A. Personally, I know that at the beginning it was called lac à Mousseau and I cannot say which of the two names is official. Some investigations would have to be made.

Q. Have any investigations been made by *l'Union des Chambres de Commerce de l'Ouest du Québec*?—A. Non.

Q. —made in the records, because the records have existed for hundreds of years.—A. I remember that when I was a little boy, the official name was lac à Mousseau, but I would have to check that.

Q. No one has done any research. In your report you speak of taxes and grants. I am moving on quickly. "We believe it is possible to find such a formula which would allow those municipalities to receive grants equivalent to 100 per cent of the taxes lost, grants which would, moreover, be guaranteed in perpetuity." Does it not seem to you that that is going rather far? It is true, perhaps, that there is loss of taxes. On the other hand, the municipality in question is given parks which would cost a tremendous amount and the municipality, I believe, will take into account the gift which the Commission gives it. Take for example the parks we have in Hull. If the municipality had been obliged to construct them, that would have called for considerable capital which it certainly could not have afforded at the time that was done. Account must be taken of the fact that the municipality has received in return for loss of taxes a value in beautification which greatly enhances the value of properties in the City of Hull.—A. But has that yielded anything to the City of Hull from the financial point of view, from the point of view of taxes? I do not think it has.

Q. The value of properties has always brought something to the property owners?—A. That has helped individuals.

Q. That helps individuals.—A. Individuals, but—

Q. But has the City of Hull really suffered a great deal from this reduction in taxes, for each year the assessment has increased, but those persons who were displaced have built again, for the most part, elsewhere and the city receives taxes. It has also been able to develop new areas.—A. It has been able to develop new areas?

Q. Yes, the part of Wrightville on the other side of Richelieu as far as the lac des Fées is a development which has been made by people who were from the other side of the city. It is a considerable development. I understand that over and above this there was a natural development, but the city certainly benefited from it through the change in assessment, because the city's assessment has continually increased. You will admit that?—A. Thanks to building.

Q. But building can be greatly increased as a result of beautification. That attracts people to us who would not have wished to come to Hull before, because Hull's character did not seem to lend itself to certain types of buildings and the beautification by the Federal District Commission has helped to make of the City of Hull—has certainly helped to cause the influx of a certain number of people who come to us from outside. Moreover, we must realize that up until some years ago Hull enjoyed a bad reputation which dated from the years 1920-21-22, but which has since disappeared; this development has forced people to admit that there is something good in the City of Hull.—A. But we hear it said that the parks do not bring in anything in the way of taxes to the City of Hull. I would be prepared to say, like you, that the City of Hull has not suffered too greatly by way of reduced taxes perhaps, but that has not been the sort of thing to bring it additional revenue. Furthermore, you know that the City of Hull is situated on an island and that the island is limited in size, even on the other side, in Wrightville, in the section that is called Wrightville; because of the famous Green Belt, the Hull city limits are rather restricted.

Q. Are we to blame the Federal District Commission if the City of Hull has remained inside its boundaries?—A. It is a question of annexation.

Q. There was a move to annex part of the municipality of Hull South, but the representatives of that municipality refused to allow themselves to be annexed because of the population and because of the elections; but they are willing to let the land go to the City of Hull today. We must not blame the Federal District Commission because it is not the only party responsible.—A. Do you not find that we are getting a little off the track? We do not blame the Federal District Commission with respect to that. To get back to this

question of grants in lieu of taxes, I would be curious to know how much the City of Hull would lose in taxes because of land expropriated or purchased by the Federal District Commission and how much it has received in grants. I do not think it has received any grants.

Q. Have you done any research on that subject?—A. According to the accounts in the newspapers and the reports obtained at the Hull City Hall, there have not been any grants, but there have been tax losses occasioned by the expropriation of land by the Federal District Commission.

Q. Have you any facts on which to base your statement that the city has lost revenue and to indicate the value of such losses?—A. Our brief was not so much intended to quote exact figures or to make a statistical study, it is rather a brief which sets forth principles, trends, fears. I will ask you frankly: Do you, personally, think that the City of Hull is receiving grants?

Q. I have asked for those figures and they will be submitted to us, because we cannot condemn the Commission without first producing some figures.—A. But your own personal feeling, is it not the same as ours, namely that the city has not received what it should have received or that it has not collected in taxes what it should because of the Federal District Commission?

Q. I am not prepared to admit that before having studied the figures and I do not think that you are in a position to do so unless you have studied those figures.—A. Do you believe the statements of Mr. Lionel Marleau, editor of *Le Droit*, when he said in a certain editorial that the City of Hull has not received any grants?

Q. As for myself, I do not believe them.

By Mr. Leduc (Gatineau):

Q. Do you know about the case of the Benedict Farm, Mr. Lessard?—A. Yes.

Q. How much did that bring in to the City of Hull? The Federal District Commission purchased that farm and paid \$150,000, and all the rest of the land was given to the City of Hull; if that is not a handsome gift, \$150,000, I do not know what it is. Will you please discuss the figures, because the statements made in that report are inaccurate. It is full of inaccuracies. The Tremblay Report is full of them and it is for that reason that the Boards of Trade of Western Quebec dissociate themselves from a large part of the Tremblay Report.

Now you say that you speak on behalf of l'Union des Chambres de Commerce de l'Ouest du Québec. You say that it is your brief, the brief from your executive. Is it not rather the executive of l'Union des Chambres de Commerce de l'Ouest du Québec who authorized you to draw up this report? Among the Boards of Trade which belong to l'Union des Chambres de Commerce de l'Ouest du Québec, there is the one at Maniwaki of which I am a member. Has it seen this report or this brief?—A. You are really asking me two questions there: You are asking me if it was the executive who authorized me to present the brief and if this brief was presented to the Boards of Trade. You are even better informed than I of the way in which things are done in meetings. When the executive approves of a resolution, for example, does it have to present it to all the members? Not necessarily, is that not so?

Q. You are presenting a brief which does not reproduce public opinion and when you say that you represent the opinion of the majority of the Boards of Trade of Western Quebec, you are only labouring under a delusion.

I have here a letter from the Hull Board of Trade, the most important Board of Trade in the area is it not?

Dear Sir,

In answer to your request received today, I must inform you that neither our president nor the executive of the Hull Board of Trade had any knowledge of the brief submitted by l'Union des Chambres de Commerce de l'Ouest de la province de Québec to the Joint Parliamentary Committee on problems relating to the Federal District Commission.

The president, the executive and our members learned of it from the newspapers.

Hoping that this information is satisfactory to you, I remain

Yours sincerely,

J. S. GIROUX,

President.

Hull, June 1, 1956.

I called the president of the Maniwaki Board of Trade. He knew nothing about it at all. You present a brief here which is very provocative and which contains a tremendous number of inaccuracies and falsehoods, and the same applies to the brief you submitted to the Tremblay Commission, the same thing, exactly. Distorted facts. And you say that you are presenting the brief on behalf of members of the Boards of Trade. Will you tell us, Mr. Lessard, who were the persons on the executive who had knowledge of this brief, who read it?—A. Following your intervention, before we could read the brief, on May 24 last, we thought it advisable to have a certified copy of the resolution authorizing the drawing up of this brief and I had a reply prepared to the statements which you made on May 24th last. I can read that reply to the Committee or give you a résumé.

The Presiding CHAIRMAN: Mr. Lessard could perhaps read the resolution which was adopted. That would probably be sufficient.

The WITNESS: Now in reply to the member from Gatineau, the executive authorized the preparation of that brief at its meeting of April 17.

By Mr. Leduc (Gatineau):

Q. At a meeting of the executive?—A. Yes.

Q. The executive authorized its executive to prepare that brief?—A. No, the Committee. Here is the extract from the Minutes:

L'union des Chambres de Commerce de l'Ouest du Québec.

Hull, May 30, 1956

Extract from the Minutes of the Meeting of the executive of l'Union des Chambres de Commerce de l'Ouest du Québec, held in the Hotel St. Louis, Montcalm Street, Hull on Tuesday April 17, 1956 at 2.30 p.m.

After the reading of the Minutes of the previous meeting, the president of the Union informed the meeting of the agenda which would be followed during that meeting. The first item on the agenda was the question of presenting a brief to the Joint Parliamentary Committee appointed to study the work of the F.D.C. and to implement the Greber Plan for beautification of the National Capital and the National Capital District of the Federal District.

A member of the executive informed the meeting of the work being done in the Joint Parliamentary Committee. He also recalled that the

idea of a brief to the Tremblay Commission on this subject had already been approved by a convention of the Union held in Thurso in the fall of 1953. He suggested that the brief already presented could serve as the basis of a new brief to be presented, since the brief submitted to the Tremblay Commission had already received the approval of a Union Congress. However, in drawing up the new brief, it was suggested that account be taken of the brief which the F.D.C. itself had just presented to the Joint Parliamentary Committee.

After a brief discussion, it was unanimously resolved that a special committee of five members of l'Union des Chambres de Commerce be appointed; their task was to draw up a brief according to the data and suggestions which had just been given. This special committee was composed of a president, the first vice-president, the secretary, the treasurer and the honorary life president of the Union. That special committee announced at once that it would immediately set to work by calling for a meeting that very evening to make the outline of the said brief as they were authorized.

The president of the Union also communicated immediately by telephone with the chairman or the secretary of the Parliamentary Committee and received the reply that such a brief would be welcomed by the Parliamentary Committee. Certified copy of the Minutes, this 29th day of May, 1956.

RENÉ HOULD, Secretary,
Union des Chambres de Commerce
de l'Ouest du Québec.

Now that very evening, we met, the five members of the Committee, not only Mr. Guertin or Mr. Matte or Mr. Hould. We established the basic outline of the brief and all the members of the Committee contributed to setting down notes on paper which were to be inserted in the brief. Now some one had to be entrusted with the task of drawing up the brief. This task was entrusted to me. The members of the Committee read my brief, they changed some words and sentences and it is that brief which I read to you a little while ago. So the brief to the Tremblay Commission was not written by Mr. Guertin, contrary to what you stated so vehemently on May 24.

Q. You drew up the brief. Are you a lawyer?—A. No, I am a notary.

Q. And you copied the brief?—A. Who spoke of having copied the brief?

Q. You did.—A. I did not copy the brief, I drafted it.

Mr. CARON: That is, you drafted the brief using notes?

The WITNESS: Notes which were taken at that meeting.

By Mr. Leduc (Gatineau):

Q. My impression is that you copied it. And you are making a false statement. As far as I am concerned, there are two liars, or rather one of the two is a liar, you or Oswald Parent. And Oswald Parent confessed to me last Friday that he had never read the brief.—A. Oswald Parent had a copy of the brief.

Q. You said that he had contributed to the writing of the brief, five members—. A. He was a member of the Committee.

Q. Mr. Parent told me that he didn't know what was in it.—A. The Committee comprised five members. Mr. Parent was not present in the evening, he had been unable to come. But he was present at 8.30 or 8.45. We proceeded just the same to compose the brief. Once the brief had been composed and written, we sent him a copy of it. Now, did he read it? I do not know, I cannot say.

Q. If he had taken part in the writing of the brief, how come he says that he does not know what is in it?—A. On what date did you ask him that?

Q. I asked him the following day.—A. Four or five days later, he had a copy.

The CHAIRMAN: We are obliged to accept what Mr. Lessard tells us. He tells us that he presented the brief, on the date he mentioned, to the Union des chambres de commerce de l'ouest du Québec.

Mr. LEDUC (*Gatineau*): To prove to you that that report contains falsehoods, I am going to read you the translation of a passage from the brief to the Tremblay Commission. I will read you a passage concerning the Green Belt. I have had a translation of that passage made.

Mr. LEDUC (*Gatineau*): You describe that on page 48.

5. A Corset of Trees

Mr. GUERTIN: Which is the false part in what you have just read to us?

Mr. LEDUC (*Gatineau*): When you state, Mr. Guertin, that no building can take place in the *Green Belt*. But you know that sanatoriums, hospitals, religious institutions, etc., can be built in the Green Belt. Construction of small light industries not covering more than five or ten acres is permitted. The construction of various buildings for educational purposes is permitted.

Mr. CARON: There is something in that which is not correct.

Mr. LEDUC: You say that in the City of Ottawa there is expropriation—

Mr. GUERTIN: One moment, please, you spoke of a falsehood. I can only answer one thing at a time. It is clear that in the spirit of the report, when it speaks of development, it means the ordinary development of a city; consequently it refers to the building of houses. At that time an article appeared in a local newspaper with an 8-column headline, saying that a 1,000-home project had been turned down in the City of Hull at the request of the Federal District Commission and explaining below that this was because it was in the famous Green Belt. I do not see any falsehood there. We do not have the means to check all the facts. We gather our material where we find it and the best source of information at our disposal is still the newspapers. And that has never been denied that I know of.

Mr. CARON: I think, perhaps, that there is still another reason, Mr. Leduc. If it was not allowed, it was because they could not have any services in that part. It was rather the lack of services than the idea of not allowing them to build in the Green Belt.

Mr. GUERTIN: I can read you a passage if the Committee has the time.

Mr. CARON: I believe that even on the Ontario side certain building projects were stopped owing to lack of services.

Mr. GUERTIN: Here is the passage I want to read you:

Mr. Pierre Raby, manager of the local office of the Central Mortgage and Housing Corporation, stated a reply to a question by a reporter from *Le Droit* that "the site where *le Logement de Hull* planned to erect 1,000 houses was reserved for other purposes according to the National Capital Plan."

Mr. CARON: Yes but I recall that earlier the Federal District Commission had offered to permit the building of the houses a little farther away because of certain projects in that part, but *le Logement de Hull* had refused that, not because of the Green Belt but because of the specific place in the Green Belt.

They had been asked to move that project, then they claimed that that would be infinitely more costly there than at the place they had chosen, that it was near the mountain road, etc. But it was not because of the Green Belt itself, but because that project would have been built in the specific place in the Green Belt.

The WITNESS: That building project had come after the plan calling for the Green Belt.

Mr. CARON: Non. The Green Belt was not the reason for it; it was rather because the Commission had reserved that place for something else, but I do not remember the details of it very well. But later they had offered to move the project, to put it in another part which would have been, however, still in the Green Belt; that place was simply farther south.

Mr. GUERTIN: And probably a place which the promoters could not buy.

Mr. CARON: They could not allow a project to be built on a specific spot or site reserved for something else. For example, that site, according to the broad outlines of the general plan of the Federal District Commission, such a project or such a site could not be used for the building of houses. The same thing occurs on the Ontario side. Moreover, certain companies were refused permission to build in one place but they were permitted to build in another. In the Green Belt there are some places which are reserved; in one place certain things are permitted, in other places, certain other things. It follows a logical plan. However, this is not general. But you take a particular case and you generalize.

The WITNESS: And the result of that is that in the Green Belt no project can be carried out.

Mr. CARON: We must not lose sight of the importance of the plan itself. That is what we must not forget. We must not throw everything on the shoulders of the Green Belt.

Mr. GUERTIN: I only intervene to answer the statements of the member from Gatineau. He said that there were falsehoods in all that. I do not see anything false in what is written there. We recognize the difficulties of the Federal District Commission and we have a very clear understanding of its purpose. I did not intervene to justify or condemn the work of the Federal District Commission, but simply to say that, according to the information made public, the Green Belt is the reason why that project for 1,000 houses was not carried out. I believe that at that time the Federal District Commission should have taken account of public opinion and it should have clarified matters, for we were misled.

Mr. CARON: Perhaps at that time it could have given its reasons and perhaps a clarification should have been given. But it was not because of the Green Belt in general, but because it was a particular spot in the Green Belt. You wish to establish quite simply that that report is not correct; you got it there but it is not correct. I do not blame you for having been led astray, but nevertheless it is important that the facts be presented in their true light.

Mr. GUERTIN: The Green Belt touches a point at the northwest of the City of Hull then turns eastward where there is a corset of trees which prevents normal development in that part. We can only expand in the direction of Aylmer and the Gatineau; moreover, that is what the Tremblay Report said.

Mr. CARON: The Gréber Plan provides for a Green Belt for several practical reasons. For example, the trees have a practical value in that they absorb certain harmful gases which are released into the air by industry. If there are many trees, the population suffers from those gases less than if there were none, and that is one of the special features of the Green Belt included in the Gréber Plan, and at the same time it must be admitted that certain—

Mr. GUERTIN: If you will allow me one more word, Mr. Caron. One should never take one part of the context only, because one is misled as a result. Its purpose was to say that there are dangers for the City of Hull and to draw attention to one of those dangers. If the Green Belt principle is applied too strictly, all development in that direction is halted. We are not here to subscribe to the principal of the Green Belt or to reject it, but we believe that the City of Hull is suffering with regard to its natural expansion by the introduction of this Green Belt.

Mr. CARON: The City of Hull did not suffer in the case of the 1,000 houses, because that was entirely inside the boundaries of Hull-South; that was not in the City of Hull, and at the time the municipality of Hull-South was flatly opposed to annexation. Consequently, the City of Hull has not suffered by it. Perhaps other parties may have suffered, but I think that that would rather be an advantage for the City of Hull—

Mr. GUERTIN: A temporary situation—

Mr. CARON: A temporary situation, yes—

Mr. GUERTIN: It refused annexation at that time, but will it always be opposed to it? You said yourself that it will change—

Mr. CARON: That will change owing to the policy, to the work which is done round about; but just the same, what may change in Hull-South may also evolve in Hull and in carrying out the plan of the Federal District Commission, that great Plan is not a hard and fast one, because a project which must be carried out over a period of fifty years will certainly change, and it is for that reason that one can neither approve of it nor condemn it as a whole.

I am one of those persons who claim that there are some truths in it which deserve to be mentioned. Moreover, I approve of certain parts of your report, but there are others which I find a little exaggerated.

Mr. GUERTIN: No doubt. If I may be permitted a few more words, the member from Gatineau levels his guns particularly at that Tremblay brief of which I am the author, in co-operation with others. And what I am asking permission to say is this: This is a government committee appointed by a public authority to inquire into relations between the federal, provincial, municipal and school authorities. Now, a thorough study had to be made in that field. L'Union des Chambres de Commerce de l'Ouest du Québec, because of its peculiar situation, felt it advisable to outline the situation caused in the Western Quebec area by the Federal District Commission, its existence and its organization; and, believing that there were grave dangers there for the autonomy of our region, the Union felt it should draw attention to those dangers and from that idea the brief was inspired from beginning to end. Its purpose was not to show the good things done by the Commission because there have been some excellent things, I assure you, but especially to point out the dangers for us, to emphasize particularly. After all, to appreciate this, one has only to read to the end—

Mr. CARON: Will you allow me to say a word?

Mr. GUERTIN: Yes.

Mr. CARON: We are not discussing the report submitted to the Tremblay Commission because that would probably lead us too far astray and also because I have somewhat different views from you about certain parts of your report. I would prefer that we stick to the Federal District Commission.

Mr. GUERTIN: It was stated that part of the Tremblay brief was a falsehood. We must be allowed to prove that it is not a falsehood.

The WITNESS: Mr. Chairman, I sincerely thank you, as well as all the members of the Committee for having heard us.

I would simply like to point out that of all the members who asked us questions, only the member from Gatineau always said that the brief was full of falsehoods, and the simple fact of stating that does not prove very much.

We wish to thank Mr. Caron, the member from Hull, most especially, for the way in which he has questioned us and treated us.

THIRD SESSION—TWENTY-SECOND PARLIAMENT

1956



Joint Committee of the Senate and the House of Commons
on the

FEDERAL DISTRICT COMMISSION

Joint Chairmen:—The Honourable Senator F. W. Gershaw
and
Mr. Armand Dumas, M.P.

MINUTES OF PROCEEDINGS AND EVIDENCE

No. 12

TUESDAY, JUNE 5, 1956

WITNESS:

Monsieur Jacques Greber, S.A.D.G., Academie d'Architecture, S.F.U.,
(Hon.) F.R.A.I.C., A.I.A., Consultant-in-Chief for the Federal District
Commission.

EDMOND CLOUTIER, C.M.G., O.A., D.S.P.
QUEEN'S PRINTER AND CONTROLLER OF STATIONERY
OTTAWA, 1956

MEMBERSHIP OF THE COMMITTEE FROM THE SENATE

Honourable Senator F. W. Gershaw, *Joint Chairman*,
and Honourable Senators

Aseltine, W. M.	Dessureault, J. M.
Cameron, Donald	Lambert, Norman P.
Connolly, J. J. (<i>Ottawa West</i>)	Reid, Thomas
Connolly, H. J. (<i>Halifax</i>)	

MEMBERSHIP OF THE COMMITTEE FROM THE HOUSE OF COMMONS

Mr. Armand Dumas, *Joint Chairman*,
Aitken, Margaret (Miss),
and Messrs.

Blair, W. G.	Leduc, R. (<i>Gatineau</i>)
Buchanan, W.	Mang, H. P.
Caron, A.	McIlraith, G. J.
Fraser, Alan (<i>St. John's East</i>)	Nowlan, G.
Ellis, Claude	Philpott, E.
Gour, J. O. (<i>Russell</i>)	Richard, J. T. (<i>Ottawa East</i>)
Hansell, E. G.	Robichaud, H. J.
Harkness, D. S.	Weselak, A. B.
Houck, W. L.	

Antoine Chassé,
Clerk of the Committee.

MINUTES OF PROCEEDINGS

The SENATE, Room 368,
TUESDAY, June 5, 1956.

The Joint Committee of the Senate and the House of Commons, appointed to review and report upon the progress and programs of the Federal District Commission in developing and implementing the Plan for the National Capital, met at 3.30 o'clock p.m. Mr. Dumas, Joint Chairman, presided.

Present:

The Senate: Honourable Senators Cameron, Connolly (*Halifax North*), Dessureault, Gershaw (Joint Chairman), Lambert, and Reid.

The House of Commons: Messrs. Blair, Caron, Dumas (Joint Chairman), Gour (*Russell*), Houck, Leduc (*Gatineau*), Philpott, Richard (*Ottawa East*), Robichaud, and Weselak.

In attendance: M. Jacques Gréber, S.A.D.G., Académie d'Architecture, S.F.U., (Hon.) F.R.A.I.C., A.I.A., Paris France, Consultant-in-chief of the Federal District Commission; *from the office of the Privy Council*, Mr. H. J. Hodder; *and from the Federal District Commission:* Major-General Howard Kennedy, C.B.E., M.C., M.E.I.C., F.E., Chairman; Messrs. Alan K. Hay, M.E.I.C., General Manager, H. R. Cram, M.E.I.C., Assistant General Manager; J. Edouard Handy, Secretary; D. L. McDonald, M.T.P.I.C., C.S.L.A., Director of Planning, S. B. Wass, M.E.I.C., Railway Consultant; Walter Bowker, Director of Information, and Marcel Couture, Chief Accountant.

The Committee heard a brief address from Mr. Jacques Gréber, Consultant-in-chief of the Federal District Commission, after which he was questioned at length in connection with developing and implementing the Plan for the National Capital.

At the conclusion of the address, the Honourable Senator Gershaw, Joint Chairman, on behalf of the Committee, extended thanks to Mr. Gréber for his attendance and his very enlightening Address. Hon. Senator Gershaw bid godspeed to Mr. Gréber on the eve of his return to France and expressed the hope that he will return to Canada to witness more progress in the program of beautifying the Capital City and area.

At 5.10 o'clock p.m., the Committee adjourned to sit again tomorrow, Wednesday, at 3.30 o'clock p.m.

Antoine Chassé,
Clerk of the Committee.

EVIDENCE

JUNE 5, 1956,
3.45 p.m.

The Presiding CHAIRMAN (*Mr. Dumas*): Dr. Gershaw and members of the committee, we have the honour to have with us this afternoon Mr. Jacques Gréber, the eminent French city planner, professor at the Town Planning Institute of the University of Paris, and consultant in chief for the Federal District Commission.

The services of Mr. Greber were retained by the government of the day in 1937 to replan the grounds of the federal public buildings and the central area of the city, with particular reference to the designing of the site assigned by the Government to the National War Memorial. The implementation of Mr. Greber's report was halted by the outbreak of the second world war.

In 1945 Mr. Greber was invited by the government to return and continue his planning work extended to the region of the Capital. His final report was completed in 1950 and tabled in the house on May 22, 1951.

I understand that each year Mr. Greber comes here to continue his consulting services to the Federal District Commission. This time Mr. Greber has been here for the last four weeks and he expects to leave our shores on June 12 to go back to "La Ville Lumiere" in Paris.

Last week at a special meeting of the agenda committee, it was decided to extend an invitation to Mr. Jacques Greber to appear before the joint committee of both houses at one of its regular meetings. It was thought that some useful and valuable information could be obtained from Mr. Greber on various aspects of the over-all plan of the national capital, more particularly on the revisions of the master plan, the railway relocation, the Greenbelt, parks and parkways.

It may be that Mr. Greber wishes to address the committee now on what I have just mentioned and then, if it is the desire of the members of this committee, they may ask questions of Mr. Greber.

Mr. Greber would like to say a few words before you start questioning him.

Jacques Greber, S.A.D.G., Académie d'Architecture, S.F.U., (Hon.) F.R.A.I.C., A.I.A., consultant-in-chief for the Federal District Commission, called.

The WITNESS: Mr. Chairman, honourable Senators and Members of Parliament, it is really a great honour for me to be invited to speak to the joint committee and to answer any questions which might be asked of me. Before answering questions, I wish to express my great joy in seeing that the work is progressing so well and so regularly thanks to the efforts of the Federal District Commission. I know that the creation of the joint parliamentary committee for the study of the plan of the capital will help and probably make more rapid the realization of our great task.

We have been involved for almost 10 years on this work. This is justified by its magnitude and complexity. A region extending on more than 900 square miles, embracing the Capital and some other important cities and towns really

constitutes a great problem of planning. The expression "beautification" has very often been used. "Beautification" is not the right word because, I must say, there is no beautification necessary in the site of the Canadian capital; it is already given by God, and the only thing we have to do—maybe it is difficult, but not too expensive—is to avoid the marring of that beauty; that is what I call "beauty protection".

Our efforts have been concentrated first, as you know, over a long inquiry and methodical survey of the existing conditions, of the requirements and possibilities, and also of the few defects which existed.

Now, a first master plan has been approved in 1951 but it was just the first draft, and in the recent years, it has been re-studied, completed, and amended. Those changes are shown on the second plan which is submitted here; it was finished last winter.

About its implementations the essential is underway and that is most important. As you know, the key of the plan was the question of the railways, and I am very glad to see Mr. Wass, the railway consultant, just enter the room. A happy coincidence. The relocation of the railways was an important part of the whole design of the plan and this, to my great surprise, was considered as a remote work, a dream many people said that it would be 50 years before we would see the moving of the tracks and so forth. However, the plan was approved in 1951, and in 1953, 2 years later, the first big belt line was inaugurated on Walkley road! I think it is the "Canadian speed" which gives me a great optimism for the gradual realization of the plan. Since that date, many things have been done in the making of improvements to the circulation, bridges, new roads, beautiful parkways, and also the protection of many parts of the city.

The detail of the work shown on this plan has been made up to date after studies by experts in special matters. I do repeat that, thanks to the help of the Federal District Commission and the great encouragement received from the joint parliamentary committee—we are quite hopeful as to the rapid progress in the accomplishment of that great task. I shall now be very glad to answer any questions and to cover any items on which this committee wishes explanation.

By Senator Reid:

Q. Mr. Greber, I am very pleased to have an opportunity of meeting you for the first time because I have heard of you only on account of your fame. I have a question as a starter but I will preface it by making a statement to you. I have not had much experience in capitals, having only visited London, Washington, and here. But, speaking as a layman and not as an architect—then you can speak to the question afterwards—I am of the opinion that a national capital consists of government, the government buildings, and that without the government here in the Parliament Buildings there would be no such thing as a national capital. What has been worrying me, as a layman—and I have been here since 1930—is this: if you go away from here and go down to Washington to visit the national capital—and I am not sold on it—you find yourself in the midst of all the government buildings and monuments around a certain circle, and that is the national capital. If you go to Melbourne, Australia, you find the same thing. London is a rather old city and I will not mention it. But coming here to Ottawa without this building here and without the government there would be no capital; now I see us going out 45 miles away from the centre and, as a layman, I cannot get it through my head just what the plan is. Did you have a vision when you laid out this town? What pattern are you laying down for

the city?—A. The problem which we had to tackle was not open ground like at Washington or Canberra. It was, for example an easy problem for my famous compatriot, Major L'Enfant to plan the city because there was nothing on the grounds except the little community of Georgetown.

But, when I arrived here, I looked around and I saw quite a city, with beautiful monuments and a very good field of activity all through the city. The statistics gave us the proof that half of the working people were in the industries and the other half were civil servants. That showed that the city of Ottawa is not an artificial capital like Canberra or Washington but a real capital city ready to be self-sustaining, on account of the extremely good balance between the different kinds of activity in the population. Now, I do not know where I would have found the ground necessary to make a vast group of administration buildings, like on the Mall in Washington, because the ground was already taken. When one wants to keep his feet on the ground, it is very difficult to propose a city planner's dream. It is necessary to be practical, and also I do think that the dispersion of groups of government buildings is so bad in a city, in our atomic age, where there is a possibility of developing very fine open lands like Tunney's Pastures, which has already proved its value as a site for administrative buildings; or, better still, the new development on Rideau Heights, where the buildings will be set in a vast garden already existing and planted and where there is no beautification necessary, except the layout of approaches and parking places. I do not think that there is a serious objection to its distance from Parliament Hill. The decentralization of a city of civil servants is very important if you want them to live near their work; otherwise there would be loss of time for them to go from their homes to their offices. I think that in the city of Ottawa, as I visualize it, even with the displacements of centres of activity for the government, it is rather an advantage instead of a defect.

I do not know about Canberra, but I have heard rather critical information about the way an artificial town can exist. Washington had the advantage of being concentrated in the rather small area of 100 square miles, now largely enveloped by the urban growth.

By Senator Reid:

Q. I have one further question. In laying out Confederation Square, do you visualize some further improvements, other than removing the railroad, to remove that terrible congestion that is there?—A. Absolutely. Because, if the plan is correctly carried out, all the congestion, which is now concentrated in a small area, will be removed. It is like the center of a village. The railroad station, the market, the parliament buildings and the main hotel all in one area. But, now we have to plan a big city; so certainly that old concentration has to disappear. It has already been relieved by the creation of a by-pass using Albert and Slater streets one way and the Mackenzie King bridge. Every time I go to the other side of the city, I never pass by the Confederation plaza; I take the by-pass, which saves time. It will become more and more useful. Of course, people have a habit of always following the same route to which they have become accustomed, and they do not realize the waste of their own time as a result of waiting for lights and stop signs. When, by chance, they take the Mackenzie King bridge they are surprised to arrive at their destination much quicker. And this is only a local by-pass.

Now, with the construction of the Queensway, which is now under way, thanks to the elimination of more than 10 miles of railway lines, that will be another very great relief, not only to Confederation plaza and Wellington street but for other streets, including Rideau, Laurier and even Carling. The Queensway will be really the great backbone of the city. With the elimination

of the railway tracks, plus the little buildings, warehouses and so on, you can imagine the magnitude of that opening. I am sure that this will be one of the greatest urban thoroughfares in the world, not in the way of beauty like Avenue Foch or the Champs Élysées in Paris, but in the way of a practical thoroughfare with grade separations and ramps to connect with the rest of the city. This will be a working artery for the whole of the city, and its possibilities should not be missed.

We have some other important improvements in respect to the approaches to the city. For instance, the new road to Montreal instead of being cut by retail streets such as Rideau street and the Montreal road in Eastview, which is also an arterial street, will be by-passed by the new road to Hurdman's bridge. Of course, it is necessary to visualize those great changes in the general movement in the city. We are creating quite a number of new movements which will completely change, not only the circulation but also the land values. The land value will be increased as a result of the creation of those new arteries. Wellington might be compared on a small scale to Constitution avenue in Washington. Wellington should be the avenue of embassies, parliament buildings and monuments, and will have no commercial traffic using it. The commercial traffic is still using Wellington, but when the Queensway is created commercial traffic might be prohibited on Wellington which will then become exactly what it ought to be, a beautifully planned avenue bordered only by public monuments.

I should like to give you more appeasement, if possible, about the other fears that you might have, but I do not think that the decentralization of the activity is a defect. On the contrary it is a great comfort to the people. Imagine people working in Ottawa and coming from Hull or people working in the east section and coming from the residential areas in the west. That is a terrible loss of time for them, and also an unnecessary congestion of the public transportation. If the different activities could be concentrated in certain points, certain nuclei of the city, with the residential possibilities next to the places of work, that would be the ideal.

By Mr. Leduc:

Q. Can you explain why you went over to the other side and planned a national capital in the Gatineau district; what was the reason for that?—A. The Gatineau park?

Q. Yes.—A. The Gatineau park is unique in the world. I challenge anybody to mention a capital in the world which has the possibility of a public park at the gates of the city with an area of 80,000 acres. For the members of this committee who know France, it would be the equivalent of having the Forêt de Fontainebleau at the gates of Paris instead of 40 miles away. It is unique, because the park is so well started, so well developed, so quickly developed and with so little money. That is not my statement, that is the statement of Mr. Harland Bartholemew, the great expert in America who is now the chairman of the commission for the capital of the United States in Washington. Mr. Bartholemew came here to visit this exhibition, with my friend Mr. McDonald, and myself, and he was amazed with the work executed, and completed with so little money.

Gatineau park, I think, must be treated in a certain way. (This is quite pleasing, I think, because it is very economical.) Gatineau park is a wild forest with beautiful rocks and masses of existing trees. It does not need to be transformed into a city park. It is not a city park; it is a piece of natural beauty, at the gate of the city. That is a contrast which is of great value, and it must be developed, with good roads, but not large parkways.

By Senator Reid:

Q. Could it not be developed as a national park and leave the word "capital" out of it?—A. Being a park of the capital itself, naturally it is a national park, like the city itself is a national city. The beauty of the Gatineau park is to be very large, but also intimate. I made a sketch plan for the future of the Gatineau park, which is being developed and still improved by the Federal District Commission. The Gatineau park can accommodate many people, great crowds, that you will not see, because they can be scattered. They can use many recreation grounds and many small picnic grounds, enjoy a quantity of lakes where they can fish, bathe and go by canoe. It is an agglomeration of small elements charming and intimate. And it offers also grandiose vistas. It is enormous, and that is exactly what you want for the population, but at the same time it gives a feeling of restful intimacy, even to great numbers of people. I repeat, it is unique. I do not know of any park of such quality.

Moreover, it is essential to avoid the marring of it by commercialism. I refer often to the example of a beautiful lake in the United States—lake George. It was beautiful, once, but now you cannot see it because it is entirely hidden by cabins, motels and places where people can get Coca Cola, hot dogs, hamburgers and what not. In consequence, the lake is literally destroyed by commercial abuse.

Q. I am satisfied. Merci.

By Senator Cameron:

Q. I presume that at the time of making the plan you considered the feasibility of bringing it in among the national parks of Canada as opposed to making it an established part of the national capital plan. Did you reject the idea of making Gatineau park another national park under the national parks administration?—A. Senator, this is not my task. It is up to the government and to parliament; I am just an adviser. The result for me is the same whether it is a national park or whether it is a city park or whether it is a government park for the capital, provided that the park keeps all its good qualities. The question of the administration of the park is a matter for my chiefs, not for me.

Senator REID: That is the answer.

By Senator Lambert:

Q. Just to emphasize what you have said, I think we may conclude from your remarks that you consider it is essential that Gatineau park should be preserved in its entirely virgin state rather than it should be left open for more profane uses?—A. Yes, even avoiding large hotels. A large hotel on those beautiful little hills overlooking small but charming lakes would be the absolute death of the beauty.

Q. Particularly if you put fences around it.—A. You must have nice hotels, but they should be low-lying, like some of those charming places you have in Europe—

By Senator Reid:

Q. I am glad you have answered that question because we have requests placed before us regarding Gatineau park and the building of hotels.—A. Hotels, yes—but of the measure and proportions suitable to the place.

Mr. CARON: That is it—instead of big hotels, many small ones.

By Mr. Richard (Ottawa East):

Q. I wonder if you would comment on the question of bridges across the Ottawa river? Do you not think that one of the greatest needs of a national capital is a multiplicity of bridges across this beautiful river?—A. The first plan, sir, and the report which were approved in 1951 show our proposals; in the interval between a proposal and the actual realization further study is needed—technical further studies concerned with circulation, the need for easy access and the work in relation to streets or roads which approach the city and lead to different bridges. Another consideration which arises—is less technical, perhaps, but more human—is that relating to abutting properties. Some streets for instance have long been devoted to commercial purposes. Take Bank street as an example. Bank street is an old main street of the city, approached by road from the south and leading to the main perpendicular avenue, which is Wellington. It is a retail commercial street developed, I suppose, as a result of the land values, which we have been studying very carefully. These are rather expensive. My question is: is it practicable—and that is what will, from now on, be studied carefully by different experts—experts on traffic, on the construction of bridges, experts on cost and economics—to widen Bank street? I do not know. It may be that it will be considered too expensive. Would it, perhaps, be better to by-pass Bank street by another street which could cost less and would less upset the present use of land? Would it be possible to arrange access to the city so that travellers who wish to shop could go straight to Bank street and others who want to cross the city might take another route? These are problems we must consider if we wish to solve all aspects of the problem and give good harmony in the life of the city. These matters are being studied very carefully at the present time and the conclusion will be known when the study is complete. I might have my own ideas, but I do not want to waste your time by giving the committee views which I might deny three months from now.

Q. But there is a natural approach through Sussex street; that is a non-commercial street.—A. Sussex street is going to be a continuation of the noble street named Wellington. I see two noble streets in the capital—Wellington and Sussex. The work which has been started already on a part of Sussex street shows that it is possible to make it a fine approach to the centre of the city from Rockcliffe and from the roads which come from the Montreal road.

Q. What about getting a bridge across from Hull?—A. From Hull? It is necessary, of course. It is a matter of making a study and deciding which would be the best place. It is necessary to have another bridge to replace that "historic monument"—the Alexandra bridge.

By Senator Reid:

Q. One of the great problems which faces every city in the North American continent, as, as you probably know, motor traffic. In this city of Ottawa it has become a question of great concern and I was wondering how they handle the traffic in Paris. Do they have traffic lights as we have in our city? I ask this merely in order to get information; I know that perhaps it is not a fair question, but I think this problem is one of the greatest the city is facing.—A. In Paris we have a good radiating system of national roads converging on Paris; I may say there are even too many.

Q. Your traffic is heavy?—A. This road system makes Paris the centre of a spider's web; it leads to a concentration in Paris of far too many activities and far too many inhabitants—I am speaking, now, of the region of Paris; the

region of Paris has become a monster with 7 million inhabitants, due, as I said, to the radiation of the roads and also of the railways which, similarly, all come to Paris.

To deal with this situation the French planning authorities are now trying to destroy that spider's web by making diagonals and linking the capitals of the different provinces without going through Paris. Paris, after all, has its own life and it is necessary to provide for the life of the city itself. A circumferential boulevard has now been constructed along the line of the city's first fortifications and another is now being built to double that circle. Thus people will be able to choose whether to pass through the centre of the city or not; instead of passing through the centre they can, if they wish, take the circular boulevard to wherever they wish to go.

In the congested center, many one way streets have been decided and it is a great relief to traffic.

That is probably one solution which can be applied in many cities, but here in Ottawa it is not exactly similar; what is necessary here, and under construction now, is the Queensway, a very good crosstown artery equipped with all kinds of modern appliances, for facilitating the crossings. Now, in the future, the Queensway will not be sufficient. It will be necessary to join the new road from Montreal to the road from Toronto through a bypass south of the city, in the Greenbelt. That is one of the many reasons for the creation of the Greenbelt, for we are sure that the Greenbelt will not become a dense agglomeration. We are sure that a functional bypass south of the city of Ottawa will not become a street, as is the case with many roads. If you go to Montreal and reach it on the main road, when it approaches Dorval and you go to west Montreal you see very well that that road originally well designed and very wide, is now changed, because of the abutting properties right on the road. A main road must have a flow of traffic absolutely free of any access and if there are developments on the side, service roads are established to receive that abutting property. In some intermediate places you connect those service roads with the main road. Property zoning is an essential thing in town-planning and town-planning without town-zoning is useless. On the other hand zoning regulations without a zoning plan is also an impossibility. Zoning is an intimate complement of the plan. It is probably why in certain parts of this region, zoning has not reached the point of improvement which was possible, because the zoning has been studied as a text, but not on the real plan of the different parts which have to be zoned. The zoning is a great economy for public finance. Also the public ought to understand that zoning is a help to the life of the community, and to the increase of land values.

By Mr. Caron:

Q. In your opinion, has the plan you prepared been carried out as fast, or faster, or slower than you expected?—A. I must say I have been surprised, as I said a few minutes ago, at the construction of the belt line and the inauguration of the first operation, in two years. To my mind, that is about five years ahead of my expectations. Now Queensway is also ahead of schedule, as I could not have expected that so many miles of railway would be eliminated on the crosstown line in such a short time.

Q. It is the same thing in other respects of the plan?—A. There is another thought. I do not want to be a prophet but I think of the last operation, which is the elimination already of the union station, where it is now. You know that the union station will be kept for passengers while the freight will go very soon to the new freight terminal, the union terminal of the

two companies, near Hurdman's Bridge. Judging from the examples of the past and judging from the experience I had with other achievements, my impression is that when we spoke of 25 years maybe we could speak of 15, to get the confederation plaza properly planned and opened to easier traffic. The creation of a wide driveway where the lines are now on the east bank of the canal. That will give a very convenient and rapid access to parliament and to confederation plaza, on account of the levels, permitting the driveway, just like the railway lines, to be bridged over by the crossings.

Q. Do you share the opinion of those who seem to think that the work is being carried out too slowly.—A. What work?

Q. The general work of the development of the national capital.—A. I do not think so.

Q. You do not think so?—A. With the present start, with the limited means that our troubled period leaves to a government to think of town planning work, the result is encouraging. In France our town planning work is also stopped in a certain measure by considerations of international character.

Q. It is in your opinion more a question of money than a question of lack of cooperation from the different parts or municipalities?—A. I would not speak of lack of cooperation. I think we have had so much satisfaction in working with many administrations, municipalities or technical services. I am sure that my colleagues, working on the drafting table or the Federal District Commission, would agree with me that the cooperation has been extremely good. The only thing probably is that the public do not quite realize some of the great needs, such as zoning, and the Greenbelt. They are more or less believed to be a loss for the population. For instance, when one speaks of the so-called Greenbelt, I hate that name "Greenbelt" because it gives the impression to the people that it would be a "No Man's Land", a sort of lost farmland with no possibility of development. It is exactly the contrary. In the region you have three things: the urban area which is rather dense, and limited by what we call the inner line of the Greenbelt. That is the limit of the built up territory, with certain differences of density in the different sectors of the urban area. Around the urban area we put that sort of "belt territory" which is called the Greenbelt. But, it is open to many activities. It is much more profitable for the land owner for the development of the ground than the rural zone entirely devoted to agriculture. It is just intermediate between the urban and rural.

It is intended to be remain open and natural but it is favourable to many institutions, such as large schools, colleges, hospitals, community recreation and an airport. And private property can also be developed but only with large lots. Farming remains unchanged and some hamlets may also be created at appropriate places.

By Senator Reid:

Q. Do you think it would be advisable in looking to the future to retain this as a national capital, and that it is advisable for certain interests to encourage industries and try to make this like another Hamilton or Toronto, or rather to keep it as a national capital, having instead of industries the government with a constant payroll?—A. I must say, frankly, that the life of a city, be it a capital or not, is always the same; it is an equilibrium between its activities of its inhabitants. Paris is a capital and so is London, and Rome and Brussels but industries are of much importance in those capitals because they are necessary to give economic equilibrium. I would compare this with Quebec which is a provincial capital, but it is necessary for Quebec to have its industrial demands met because that is necessary to its life; otherwise the city becomes

only an artificial load on the budget of the country. Toronto is also a good example of a Provincial Capital, well economically balanced.

Q. When the time comes to move the station and we have transportation by air with the station away out there, do you think there would be a tendency for the city to move that way?—A. I do not think so. The city will just expand. I think that we are now accustomed to these large machines and we are accustomed to going a long distance to the airport. I do not see any objection to going that distance; it is not going so far especially when we have adequate roads to reach it, and they might be treated as a sort of parkway, as an agreeable entrance to the city when you land by plane. We have many examples of airports which are much further away than Uplands. The airports of New York, for example.

By Mr. Gour (Russell):

Q. Would it be possible to have a plan or map made up to show people what we call the Greenbelt? I do not like the word "Greenbelt", and I hope that soon we shall have another name for it.—A. I agree with you!

Q. Would it be possible to have a plan so that people will be in a position to explain; so that the people who administer these townships or cities will be in a position to explain to the owners of the land in those townships, so that they will know something about the Greenbelt, and they can say there will be crops growing on these fields. I think it would be much easier for these people if they could have access to such a plan in order to give them an opportunity—or to put them in a better position to judge if it is fair or not for their people, because those people may be called upon to have a belt—they are calling now for one 2½ miles wide; but where will they get the taxes out of these things, when the owners are now being taxed to help in the administration of their territory?—A. It is very difficult to make a plan sufficiently precise to show something we do not know. The great quality of the Greenbelt is to be a wise *reservation for future needs*. But those future needs we do not know in detail. We might decide today, for instance, to put a new high school somewhere, but it might be the wrong place when the growth of population reaches its free development. It is difficult to say; and the same thing applies to hospitals; Reservation is a more flexible solution. The only thing we can do, which is easy to do, is to inform the people very positively that the Greenbelt consists of land in the way of a reservation for many uses; first, naturally, farms. When a farm is in the Greenbelt and the farmer wants to continue his family living on the farm, that is all very well; and also for the housing of workmen in the rural activity; also for industries for products of the farm; for example, packing. A large amount of ground reserved for vegetable gardens, can have a packing plant near the gardens, and also for the canning of products. So the Greenbelt is not at all a lost space; but it must be used for certain uses. If you admit a housing development in the Greenbelt, and you make the lots large enough so that it does not look like a little suburban area—which is necessary in a built-up area, the principle of the intermediate zone is respected. The urban area must have its limits of expansion, because a city without a limitation on its size is a most dangerous thing for the financing of that city, because you have to extend services, on long lines of road. That is why I say that the municipality has to understand the great advantage in municipal equilibrium in limiting the built-up area by the Greenbelt. Beside it is a flexible delimitation in the time when new needs appear imperative.

I was glad last Sunday to visit the complete area of the Greenbelt. Beyond that area you should have the large farms because that is exactly the place to put them. You can say: this is farm land and it must remain so. But the Greenbelt, as I say, is a hyphen between the city population and the farmer.

By Senator Reid:

Q. Would you agree with me that you could have too large a piece of property around a house? In British Columbia where I come from the government at one time was selling property to veterans. They are selling it now at one and six-tenths of an acre. We found that when a man works in an industry he has not the time to look after more than one-half an acre or one-quarter of an acre. That is big enough. Therefore if you say that a house must be set in an acre or two acres, it could be one of the worst things because we found in British Columbia that if you stipulated that the house must be set in five acres, if the man is working in an industry, he will never be able to keep his land even clear of weeds.—A. On the Greenbelt we will have certain regulations passed by the Federal District Commission. The lack of zoning, which you have just described, will not exist in the Greenbelt. There will be special zoning and there will be a distribution of land so that a hospital is not going to be placed in the smoke of an industrial plant, for instance. Moreover, zoning has the advantage of putting things at the right place, and that is possible if a Greenbelt is established, because it will put the whole zone under control. It does not mean that the present owner will be disturbed, but to the contrary, he will benefit of the planning in an orderly way.

By Mr. Gour (Russell)

Q. In your opinion you will be in favour of the establishment of some places reserved in the Greenbelt for industrial use, and they will be zoned and distributed, and you will not be against space there for industry. I am in favour of what you said a minute ago that a real city, if we want to call it a live city, should not only have its civil service. A live city is what we need, that is what we are short of in Ottawa unfortunately. There is a need of industry well zoned and well placed in the right place and there is a need to have some space in which to have this industry. I would be very happy to know if, in the Greenbelt, you are in favour of there being space for well zoned industry. There is a need in the country and in the city.—A. Industry surrounded by a green area and trees is not ugly, and sometimes it is beautiful. In the environs of Philadelphia and New York we have seen industries that are really like public institutions, especially when they use electric power or any means of energy which does not make a tremendous amount of smoke. Industry is now undergoing a sort of change, a metamorphosis. Industry is becoming much less objectionable now, except in the cases of heavy industries and obnoxious chemical factories which belong to a special zone. Such industries must be outside and far away. The prevailing winds must be taken into consideration: That is what we have done in our new distribution of large mills; they are located on the east boundaries. As you know, the prevailing winds are mostly from the west. It is necessary to have those industries at the east; for instance, as we have in Gatineau and also at the new station south of Hurdman's where I saw that the grounds reserved for industry by the government are coming to be used by industry; also at the south of the Walkley road. There is no objection to industries near the site of the railway yards, whether it is outside the city or in the Greenbelt.

By Mr. Leduc (Gatineau):

Q. You commented a while ago, and we have insisted, on the importance of zoning and I recall very well that you have recommended that the Federal District Commission furnish free of charge a zoning by-law to any municipality in the federal district. Is it not your opinion that, even in the city of Ottawa, there should be consultation between the planners of the city—those who are making the zoning by-laws—and that they should work in cooperation with

the experts in zoning on the Greber plan?—A. Of course, this is the way we do it in France and I think also in England. In town and country planning not only the zoning plans but all the city plans are paid for by the government. That is the only way to get method and discipline. I know in Canada it is different because of the municipal laws and charters which are much more in favour of the municipality. I cannot answer that question because that is not my work; that is a question with respect to the organization of the country. I am not going to criticize the charters or the municipal laws in your country—that is not my business. I do know that sometimes the Federal District Commission has been very glad to help, give some advice and spend time on certain zoning which has not been accepted by the municipalities in spite of the efforts of the mayor. The people are erroneously afraid of losing their rights.

Zoning is an important thing which requires education. We have had the same trouble in France. Before the war I remember there were some towns trying to make progress even before the laws as to town planning were put in force. The people resisted so well that the Conseil d'État, or the high court of complaints against the state, gave a decision in their favour—they won the suit. So, that is why there is an urgent need for education. I think that my recommendation would be to augment, repeat, and publicize as much as possible the advantages of zoning exactly as we have done and will do again with respect to the advantages to be obtained by the creation of the so-called Greenbelt. In France we call it the *intermediary zone* between urban and rural. That is exactly what it is, but it does not sound as nice as a Greenbelt. It is an English expression because the English people understand it very well. That is one of the advantages in England.

Q. Some of the English people do not understand it very well from the reports which we have here. I think that if it was called the intermediary zone it would be much more comprehensible.—A. Yes.

By Senator Lambert:

Q. Mr. Greber, in connection with the work which you have been doing here and the planning over the past 10 years, what consideration has been given to the rivers and the character of the rivers, particularly the character of the bordering industries, parks and housing on the banks on either side of these rivers? We have been concerned here about the problem of sewage disposal. I have been wondering if during your plans that problem had come vividly before you and if you had anything to say about it?—A. Senator, we have shown on the Master Plan the rough sketch of the location of a sewage disposal plant, but the work has been studied by a firm of specialists, Gore and Storrie, and those people accepted our site and confirmed it. It is in the northeast of the plan, along the river on the low land near Green creek. I think it is settled.

Q. That is true.—A. The city of Ottawa has accepted the plan and some grant has been given to the city of Ottawa for the realization of the work.

Q. Has the problem of sewage disposal been a factor in Paris in connection with your plan?—A. Yes. We have a large area west of Paris for sewage disposal. It is purified first and then goes into the Seine. The Seine was really a sewer itself but it has been improved and that is not the case today. I am not going to speak of the pollution of the Ottawa river because it is not my job. But I know that the time will come when there will be sewage disposal. A sewage system is entirely independent from the river itself until the water is sufficiently purified so that the overflow can go into the river.

As you know, Senator, the planning in respect to sewage disposal now is so well done, that those areas are sometimes used as parks; the layout is very fine and it does not cost any more to have a good plan than a bad one.—

Q. Apart from the acute problem of domestic sewage disposal, we have on the river here two rather conspicuous examples of industrial activity. One of our witnesses has pointed out that the discharge of industrial waste into the river is very injurious. Apart from that you have the location of these two rather prominent industries along the river and quite clearly and frankly the plan would have greater fulfilment from an artistic point of view if these industries were moved elsewhere so you agree with that?—A. Yes, but I must add that town planning is not an overnight work. You see, I always say, as a joke, that town planning is made of three dimensions, on paper, as in architecture. But it has two, or perhaps three other dimensions. The fourth one is the money that you can spend, and the fifth one is the time the money permits you to employ to do the work. The sixth one is the education of the people. A large budget for Public Relations, and education of the public to become planning-minded is a sure investment of public money.

By Mr. Richard (Ottawa East):

Q. Mr. Greber, just a short question. I think I asked you this question some years ago. I am not discussing the question of jurisdiction, but do you not think it would be much easier to put this plan into effect with regard to zoning, greenbelts and everything, if we had a metropolitan council on each side of the river?—A. That might be a solution, yes.

Q. Is that really not what exists in some other areas?—A. I recommended it, as a matter of fact in these answers, indirectly as related to the idea of the Federal District Commission. I have not any opinion, and I must not have an opinion about the Federal District point. But, I have the knowledge that in certain countries, many countries in Europe, and in the two Americas there are regional committees of planning which are called sometimes Capital or Federal district, or many different names. But the name does not make any difference. Those regional planning committees are organized by the government, federal or not, republic or not, or maybe kingdom. That is the case in London, and that is the case in Sweden and in Norway,—although I am not sure about Norway. And that is also the case in Russia, I think. I have a plan of Moscow which was given to me in 1937 by the commissioner of Russia for the exhibition. It is a very good plan. It is quite extensive. But, I do not know, and I cannot say, because I have no information about the power of the authority which governs that plan. But, what I know that in France, in England, in Switzerland, in Belgium and Holland, the original plans have been carried out very easily by provinces, for instance, such as the one at Liège, which I know very well. But, I think that the first thing to do, if you want to know about the question of the practical working of a Royal commission or a planning committee established for the capital of Canada,—and this is my recommendation as a planner,—would be to gather as much accurate data and serious information, about what is done in other countries. I am sure you would find very good guidance in that information.

Q. I did not exactly have that in mind. I know that is another idea. In the city of Toronto, for example, you have a metropolitan council which has united all the municipalities together.—A. Montreal has a metropolitan commission too.

Q. It makes it easier, does it not, to deal with the making of a plan such as we have here?—A. But the advantage, according to my impression, is to keep the existing political divisions, the existing political set-up, with no change.

Mr. GOUR: Sure.

The WITNESS: That is what we have done in France.

Mr. GOUR: Sure.

The WITNESS: The region of Paris which is, if you want to say it, the capital district of France, covers an enormous area. It is a circle of more than 20 miles radius, that is a circle of over 40 miles in diameter around Paris. It even extends more than that, because the shape is not a circle; it has some extensions and it covers four departments, namely the Seine, the Seine et Oise, the Seine et Marne and partly the Oise. It covers also almost 800 communities including big cities and small villages. This means that upsetting such a tremendous organization of local and general government was impossible. So, everything has been kept as it is. The vote is the same, and there is a planning committee of the capital which has technical and financial power, and which cooperates with the local governments with the *prefets* in the departments and the mayors in the towns, in all the details of the organization. There is no superimposition of a metropolitan council above the existing councils. It is only the joining of delegations of different councils which work in cooperation with the technical body responsible for the work. That works perfectly well in spite of the number and difficulty of the problems.

By Mr. Richard (Ottawa East):

Q. I am glad you said that, Mr. Greber, because I do not think at this stage in the planning that it would be a good thing to disturb the political entities of the parts of the area, because I think we must get the cooperation of all those people.—A. You have the proof in Washington. It has been very often repeated that the example of Washington was exactly what is needed for the district of the capital here. The real history of the District of Columbia is quite curious. It was created in the time of General Washington before the plan was made. It was easy; there were no inhabitants, except in Georgetown, a very fine colonial town, but that was all. The rest was empty, so it was very easy. About the middle of the century, around 1850 half of the District of Columbia was taken back by the state of Virginia, which is now called the county of Arlington. It is no more in the District of Columbia. So, now the District of Columbia is only on the north of the Potomac, in Maryland. That is half of the district, and the population in the meantime has been augmented to the point where it covers double the region. So, you have in the remainder of the District of Columbia, in Maryland, half of the population which votes because it is outside of the limits of the district, and the other half which does not vote.

Q. Yes.—A. That is an impossibility—so much that now they work with the commission in the planning, according to the physical limits of the capital region.

Q. That is very interesting.—A. One day Maryland will probably do exactly the same as Virginia.

By Senator Reid:

Q. Mr. Bartholomew, when I met him out at the Governor General's—I spoke to him about the very question asked by Mr. Richard. He came straight out and said he thought it should be a real consideration, leaving everyone as they are with all the power, but putting it under one commission. In Washington they lose their vote and lose their power, but he, having the experience of Washington—I asked him particularly, because I was interested in his views with respect to comparing Washington with here—said it could be done easier here and leave the people with the vote, and with their scope.—

A. Oh, certainly, but that is not my business to speak about that, because that is up to the government and to parliament to decide.

By Mr. Leduc (Gatineau):

Q. We all know that water pollution can be very dangerous to human beings and animals. We are now equally concerned with air pollution. Can it be more injurious and dangerous to the life of animals and human beings? Would you care to say a few words about air pollution in Ottawa?—A. That is not my business, but I do know an expert in Washington—Mr. Houdry who is employed by the American government to study air pollution in big industrial cities. He is a Frenchman, universally known, and if you want his advice he would give it to you. But I am perfectly ignorant of the ways of the purification of the air. My way of purification of the air of a polluted city is to go far away.

The PRESIDING CHAIRMAN: Gentlemen, I do not think we should impose any further on Mr. Greber. We have had a very good session. I will call on the co-chairman, Senator Gershaw.

The Co-CHAIRMAN (*Senator Fred William Gershaw*): Mr. Chairman, I would just like Mr. Greber to realize that we appreciate very much his being here today. His was the vision to restore the beauty of Ottawa for future generations, and he has been concerned with this work for a long time. He knows something of the magnitude of the problem and he knows the difficulties which General Kennedy and his associates have before them. He has expressed his satisfaction at the progress that has been made, and we feel that during these discussions he has been very patient and given us some real food for thought because we in this committee have to make a report on the progress of the program of the Federal District Commission and his talk has been largely along that line.

He is leaving in a few days for his home in Europe and we hope he will take with him the good wishes of many people here and the thanks of this committee; and we also hope he will derive some satisfaction from what he has accomplished and that he will come back again and see that much more progress has been made.

Some Hon. MEMBERS: Hear, hear.

The PRESIDING CHAIRMAN: Now, gentlemen, if I may have your attention for one minute, on Thursday we are planning to make a visit to Aylmer and Hull, leaving the peace tower here at 10.30 a.m. and returning here for two o'clock. If it should happen that the senate is meeting, another time could probably be arranged.

The committee adjourned.

GOVT PUBNS

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